SURVEY MIDMONTHLY

VOL. LXXXIII NO. 10 JOURNAL OF SOCIAL WORK OCTOBER 1947

OCT 29 1947
PALO ALTO PUBLIC LIBRARY READING ROOM

As far as we know, neither A. A. Heckman nor Lillian Johnson knew that the other had been working at the perplexing problem of "testing casework results" in their respective agencies in St. Paul and Seattle until *Survey Midmonthly* brought together their twin presentations for this issue. (See page 267.) Surprising, therefore, is how much they have in common. Especially, it seems to us, in the methodical use of "common sense" to roll back some of the mysteries of human trouble and what caseworkers can do about it. Happily, the evidence is convincing in both instances that they can do quite a lot.

COMINGS AND GOINGS

In the last forty-eight issues of *Survey Midmonthly,* Bradley Buell's name on the masthead has been an assurance of a magazine packed with news of import to all social workers. Under his editorial guidance, hundreds of authors have reported, recorded, analyzed, described, and interpreted many aspects of the unceasing effort for better health and welfare. Not infrequently, he has moved into the role of reporter or discussant to bring, in his own vigorous style, yet another significant contribution to our readers.

Now he has announced his departure on November 1 to begin direction of a three-year research project (see "Blueprint for Middletown," page 284), and *Survey* members, readers, contributors, and staff join in wishing him well in this new and important undertaking.

Regret at this loss is tempered by pleasure at welcoming as the new executive editor, Thomas Devine, well known to social workers the country over for his fine work as organizer, administrator, and researcher in community and national agencies. Mr. Devine shows good evidence that he will not be long in adding his editorial spurs to his other achievements as he reports (see page 274) on an interview with Oscar Ewing—also starting on a new job!

ACUMEN

Those who knew Watson B. Miller well in the Federal Security Agency are giving the President credit for great acumen in selecting him as Commissioner of Naturalization and Immigration. Much federal legislation depends on how Congressmen feel about the person who runs a show. No administrator in Washington is more liked or trusted by members of both houses than is Captain Miller. The chances are brighter for liberalizing the current restrictive policy toward the admission of displaced persons. And brighter also, as Washington editorials pointed out, because of Miller's close connection with the politically powerful American Legion.

AOA, INC.

In July, this page reported (see "World Campaign," page 193) that American foreign relief agencies were seriously negotiating toward a 1948 federated campaign. As this issue goes to press, word comes that American Overseas Aid, Inc., was formally organized in Washington on September 24 with Lee Marshall, chairman of the board of Continental Baking Company, as general chairman.

Aim of AOA is to link together the efforts and activities of the foreign relief organizations, with its first objective the united campaign to be launched early next year, probably in February. Integral part of the campaign will be the United Nations Appeal for Children, the "give-one-day's-pay" drive for the world's needy children. Dollar goal of the big 1948 campaign will be set when the list of member agencies of AOA is complete.

A sixteen-man executive committee met October 8 at the AOA headquarters, 39 Broadway, New York City. Howard Hunter will act as consultant to the staff. Victor Rule is campaign director; William Plunkert, associate campaign director.

180,000,000

That's the aggregate amount community chests are campaigning for this fall, in more than 850 cities all over the country. Average goal is 8 percent more than the amount raised last year. Good luck, on behalf of America's "Red Feather Services"!

HONORS

To Elmira B. Wickenden, secretary of the National Nursing Council for War Service, the Medal of Merit for her work in recruiting nurses during World War II; to Dr. Alice Hamilton, the annual $1,000 Lasker Award of the American Public Health Association, for her pioneer research in hygienic and industrial disease.

HOSPITALS FOR EVERYBODY

"Complete and systematic" hospital service as "the heritage of the new generation" is the goal proposed by the report of the two-year study of the Commission on Hospital Care, published last month by the Commonwealth Fund. This means, among

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

other things, about 195,000 new hospital beds and the replacement of an outmoded 25 percent of those now available. The commission concluded that the country would be better served by about 40 percent fewer, but larger, hospitals.

"BUILDING" PLANS

Eight community movements are listed by the National Conference on the Community in its agenda for a four-day meeting at (of all places!) West Point, early this month—welfare, intercultural, economic, adult education, good government, public education, city planning, community councils. Despite the (to our mind) serious omission of the Brooklyn Dodgers, it is a pleasure to report widespread interest in the conference proposals "to draft plans for teamwork in community building."

VITAL STATISTICS

"One half of all the young people in the upper basin states of the Missouri Valley region leave the area, as do 90 percent of those who are college trained," according to Benton J. Strong, chairman of the Regional Committee for a Missouri Valley Authority. (See "Flood Control—or Pork Barrel?" *Survey Graphic,* September 1947.)

Population of the Pacific Coast states increased 33.9 percent between 1940-46, compared with a 3 percent over-all increase for the country as a whole, reports the U. S. Bureau of the Census.

PRICES

Costs of food have become "a hazard to the health of the nation," the Physicians Forum, a group of New York doctors, last month told the congressional committee investigating prices. . . . One half of the budget of low income families must go for food today, reports Cornelia Dunphy, home economist consultant of New York's Community Service Society.

APOLOGY

The editors of *Survey Midmonthly* wish to correct the error which appeared in the picture caption on page 238 of the September issue, in which Dr. Thomas Parran is referred to as "Attorney General." Our apologies to Surgeon General Parran—and to our readers, who, we are sure, knew better!

EDUCATION FOR OUR TIME

To twenty experts in education, *Survey Graphic* put these questions: How effectively do schools prepare boys and girls for the modern world? How can we improve ALL of our education? Their answers, plus telling illustrations, comprise the entire November special issue—"Education for Our Time"—thirteenth in the *Calling America* series. *SG* editors are deep in manuscripts and proofs and illustrations at this moment, in the hope that copies will be in the hands of subscribers early in November.

CAN DO

"There is . . . a common sense compromise between these two extremes of unlimited centralization and complete decentralization," said Ohio's Governor Thomas J. Herbert at the 39th annual Governors' Conference in Salt Lake City. "Let us have federal grants-in-aid where necessary. But let us also seek a larger measure of governmental and financial responsibility within the states themselves. The states can do a better job, if they will!"

BIRTHPLACE

"I firmly believe the time has arrive when the civic leaders of this country should create a strong federation of national health and welfare agencies. That movement can start in Michigan now," said Henry Ford II to a group of representative state leaders meeting in Detroit in mid-July. Result—decision to form the "United Health and Welfare Fund of Michigan." Purpose—to federate national health and welfare appeals in a single statewide campaign.

SURVEY ASSOCIATES, INC.

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publishers of

Survey Midmonthly — Survey Graphic

Subscription to either—Domestic: Year $4; 2 years $6; Canadian and Foreign: Year $4.50; 2 years $7; *Joint subscription*—Domestic $6; Canadian and Foreign $7. Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus.

JOSEPH P. CHAMBERLAIN, *chairman of the board;* RICHARD B. SCANDRETT, JR., *president;* JOHN PALMER GAVIT, AGNES BROWN LEACH, *vice-presidents;* ANN REED BRENNER, *secretary.*

Survey Midmonthly

PAUL KELLOGG, *editor.*

THOMAS DEVINE, *executive editor.*

MARION ROBINSON, *associate editor.*

BEULAH AMIDON, ANN REED BRENNER, GEORGE BRITT, KATHRYN CLOSE, MICHAEL M. DAVIS, DANIEL S. GILLMOR, HARRY HANSEN, FLORENCE LOEB KELLOGG, LOULA D. LASKER, KATHLEEN SPROUL, *associate editors;* CORA EMME, *assistant editor.*

(Honorary) EDWARD T. DEVINE, JOHN PALMER GAVIT, ALAIN LOCKE, GERTRUDE SPRINGER, LEON WHIPPLE, JOANNA C. COLCORD, MOLLIE CONDON, RUSSELL H. KURTZ, BRADLEY BUELL, *contributing editors.*

WALTER F. GRUENINGER, *business manager;* ROSAMOND LEE, *circulation manager;* EDWIN F. O'HALLORAN, *advertising manager;* ANNE ROLLER ISSLER, DOROTHY PUTNEY, *field representatives.*

CONTENTS

TESTING CASEWORK RESULTS

Forging New Tools 267
A. A. HECKMAN AND ALAN STONE

Hope for Three Out of Four 271
LILLIAN J. JOHNSON AND JOSEPH H. REID

For the Record ..... THOMAS DEVINE 274

Recreation Milestone ..... GEORGE HJELTE 276

Rebuilding for Social Services .... MARGUERITE T. BOYLAN 278

In Our Part of Town ..... MARY K. SIMKHOVITCH 281

Here in Washington ..... RILLA SCHROEDER 283

The Common Welfare 284

The Country Over 286

Public Welfare in the States • World Health • Professional • People and Things • More About Fund Raising

Book Reviews 293

Copyright, 1947, Survey Associates, Inc. All rights reserved.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Forging New Tools

A courageous attempt at more precise measurement of casework effectiveness, reported by A. A. HECKMAN, of St. Paul's Family Society, and ALLAN STONE, Wilder Foundation.

Family casework agencies today quite properly are being challenged to answer two questions: *What problems of family life are they endeavoring to treat? What success are they having in treating these problems?*

It is not only our laymen, board members, contributors and potential clients who want answers to these questions. It is also the scientific-minded whose training teaches that scientific progress in any field comes by the systematic classification of relevant knowledge, and the persistent testing of both knowledge and methodologies against results.

Family agencies always have collected current facts about their operations. But they have not been facts which threw much light on either of these two questions. They have told us what any administrator must know about the source of intake, the number of new cases and of closed cases, the average caseload, the caseloads of each worker, and the like. The static, unclassified list of "problems presented" annually tabulated by most agencies has shown little more than that our families do come to us with almost every conceivable symptom of human difficulty. It is fair to say that this statistical reflection of human ills almost never has been used to "sharpen up" casework supervision and practice or to help evaluate the success of treatment.

Since 1936, the staff of the Family Society of St. Paul has been experimenting with new classification procedures which would put to better use the data in its case records about the problems presented by the families which it serves. Last year, in cooperation with the research department of the Wilder Foundation (Amherst H. Wilder Charity) an extensive research project was carried through, designed not only to tabulate and analyze these problems occurring in our families, but also to measure or evaluate the results of the society's effort to treat them.

The results of this study are revealing—and, at points at least, reassuring. They show that the families are bringing to our agency the type of problem about which professional caseworkers are expected to be helpful. They reveal that our families had shown improvement in meeting over 70 percent of the total sum of problems with which, collectively, they were struggling. But the information also points to weakness in our own practice and poses serious questions about the role of the family agency in a community setting where numerous other specialized agencies also are dealing with problems of human behavior and personality. At the very least, we are convinced that these procedures of classification and evaluation have shown a value which warrants their being incorporated into the agency's permanent administrative practice.

What Are the Problems?

The material for the 1946 study came from the 1,032 cases known to the Family Society during the first ten months of that year. These did not include "short contact" or brief service cases handled during that period. Of these 1,032 cases, 688 were still under care in October, and 344 had been closed during the prior ten months. The median number of months under care for the first group was 8.8, for the second 7.0.

The tabulation of the problems found in these 1,032 families was based on a list of 98 different classifications which had been developed by our staff in the preceding ten-year period. It is important to note that many of these items merely represent a fact, a situation, or a symptom which reflects trouble. They do not necessarily represent a diagnosed cause of family disorganization. The phraseology of their definitions comes out of practical, everyday casework experience.

In the second place, each problem by definition is one treatable by casework methods. That is, illness as such

Distribution by rank order of the fifteen

MOST FREQUENTLY OCCURRING PROBLEMS

in all 1,032 cases open at some time during the

FIRST TEN MONTHS OF 1946

Problem	*Percent*
Difficulties in relationship between husband and wife	35.3
Emotional instability affecting personal and family adjustment	23.4
Problems of financial planning and home management complicated and/or caused by intellectual or emotional difficulty	20.5
Difficulties in relationship between parent and child	18.4
Working mother needing advice and assistance in making child care plans	16.8
Problems of financial planning and home management caused by lower standards or marginal income	16.0
Alcoholism affecting personal and family adjustment	12.4
Cruelty or neglect or acute distress of children—alleged or actual	12.2
Difficulty in relationship with relatives	12.0
Financial need due to lack of support from head of family	10.9
Need for help with problems of training and development of children	10.2
Need for legal advice and service on problems affecting children—Juvenile Court	10.1
Need for legal advice and service on divorce, separate maintenance and annulment	10.0
Illness or handicap affecting capacity for social and industrial adjustment	9.5
Problems in relation to housing affecting family life	9.1

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

is not classified as a problem, for its treatment is the responsibility of the medical, not the casework, profession. But the lack of proper medical or dental care, or the social effects upon the family of prolonged illness of one of its members are problems subject to casework treatment, and therefore are included in the classification.

The table shows the first 15 of the 98 classified problems most frequently found in the 1,032 cases studied and the percentage of the cases in which they appeared. Here is a concentrated picture of the specific symptomatic difficulties on which our staff was working during this ten-month period. However, to get a broader picture of the situation among our families, the 98 specific items were grouped under seven major areas or types of trouble. See Chart 1.

It will be noticed that in 35 percent of our families there was trouble between the husband and wife, in 23 percent emotional instability, and that in the broader grouping two thirds involved troubled family relations, and over 40 percent mental health difficulties. These facts alone give convincing evidence of the need for the highest degree of casework skill, if our agency is to treat successfully such complicated, dynamic, and emotionally charged factors making for family breakdown.

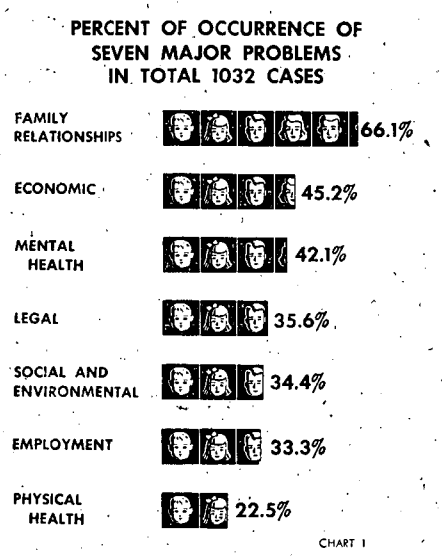
The infrequency with which certain specific problems appear may be just as significant to the work of the agency as the frequency of certain others. In our case, for example, the problems of "financial need due to the lack of support from other members of the family" appeared only four times in the 1,032 cases. This is, no doubt, due to the fact that the public welfare department assumes responsibility for assistance to dependent persons and the Family Society takes no major responsibility for this type of problem. In other words, here is factual evidence testifying to the successful working out of what we believe to be good community policy.

On the other hand, the problem of "child labor and the violation of child labor laws" occurred in only 3 percent of the 1,032 families. Reports from our Industrial Commission lead us to believe that this is not because of infrequent violations of the child labor law. It must be, therefore, either because families whose children are forced to go to work do not come to our agency for help, or because our caseworkers do not discover the presence of this problem in the families known to them. Our future course of action is clearly indicated.

Of greatest significance to casework practice, to agency policy, and to community planning, is the fact that in only 17.6 percent of the 1,032 cases was one of the 98 specific problems identified alone; in all the rest there were more than one. The median per case for the entire group was 3.11. The maximum was 17.

Dynamic Interrelationship

One method of showing this interrelationship is to take the cases in



each one of the major problem groups and then see how many of these families also had problems classified under the other six major headings. See Chart 2.

The fact that these families present a multiplicity of specific problems—abundant evidence that there is a dynamic relationship between them—supports a growing contention that if casework is to diagnose and treat the basic causes of family breakdown, it must deal with a total constellation of symptoms or manifestations. It suggests that there are definite limits to the soundness and practicability of organizing specialized agencies or specialized programs around particular symptoms or problems, unless that specialty can be related to some diagnostic resource equipped to study the totality of the family's needs. For the family agency, whose function it is to serve those total needs, it poses the question of what specialties should be provided under its own administration, what outside, and how it can most effectively coordinate its own diagnostic and treatment resources with those which are outside.

Treatment Results

What success has our agency had in treating these problems?

Each member of the staff was given the problem and analysis sheet carrying the 98 different problems, and asked to identify and list those occurring in each case which she had carried. Specific problems identified were, of course, automatically classified under the seven major headings. In respect to each of the major groupings she then was asked to record her judgment as to whether the situation since the family came to the agency had shown (1) no improvement, (2) partial improvement, (3) definite improvement, or (4) whether no treatment had been attempted.

We are aware that this is a subjective process. Our staff, however, is made up of professionally trained people. No one questions a physician's responsibility for checking and judging his patients progress even though his judgment may sometimes be in error. It seems to us reasonable to assume that professional caseworkers can exercise this same responsibility.

To check this assumption, moreover, 100 cases were selected and assigned to staff workers who did not know the families. They were asked to re-evaluate progress or lack of it, in terms of the above four stages. This test showed no significant deviations in judgment from those made by the workers who had handled the cases. If anything, the workers who had not handled the cases tended to record a slightly greater degree of improvement. Tests are still being made of the soundness of this procedure, but to date we believe that we are warranted in placing considerable confidence in its soundness and validity. The results of the evaluation are shown in Chart 3.

As we suggested earlier, the fact that 71.3 percent of the families had shown definite improvement in dealing with the problems presented to us, is reassuring. It gives us systematically assembled evidence of the constructive validity of casework service, which we are presenting with confidence to our board, the public, and potential clients.

But of equal significance is the fact that these data provide a veritable gold mine in which to dig for ways and means of reshaping our own policies and improving our diagnostic or treat-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ment practice. We are still making further tabulations, reanalyzing some of our case records, and framing more specific conclusions. Space does not permit a full presentation of the detailed data or the uses to which they are being put, but a few examples may illustrate the point.

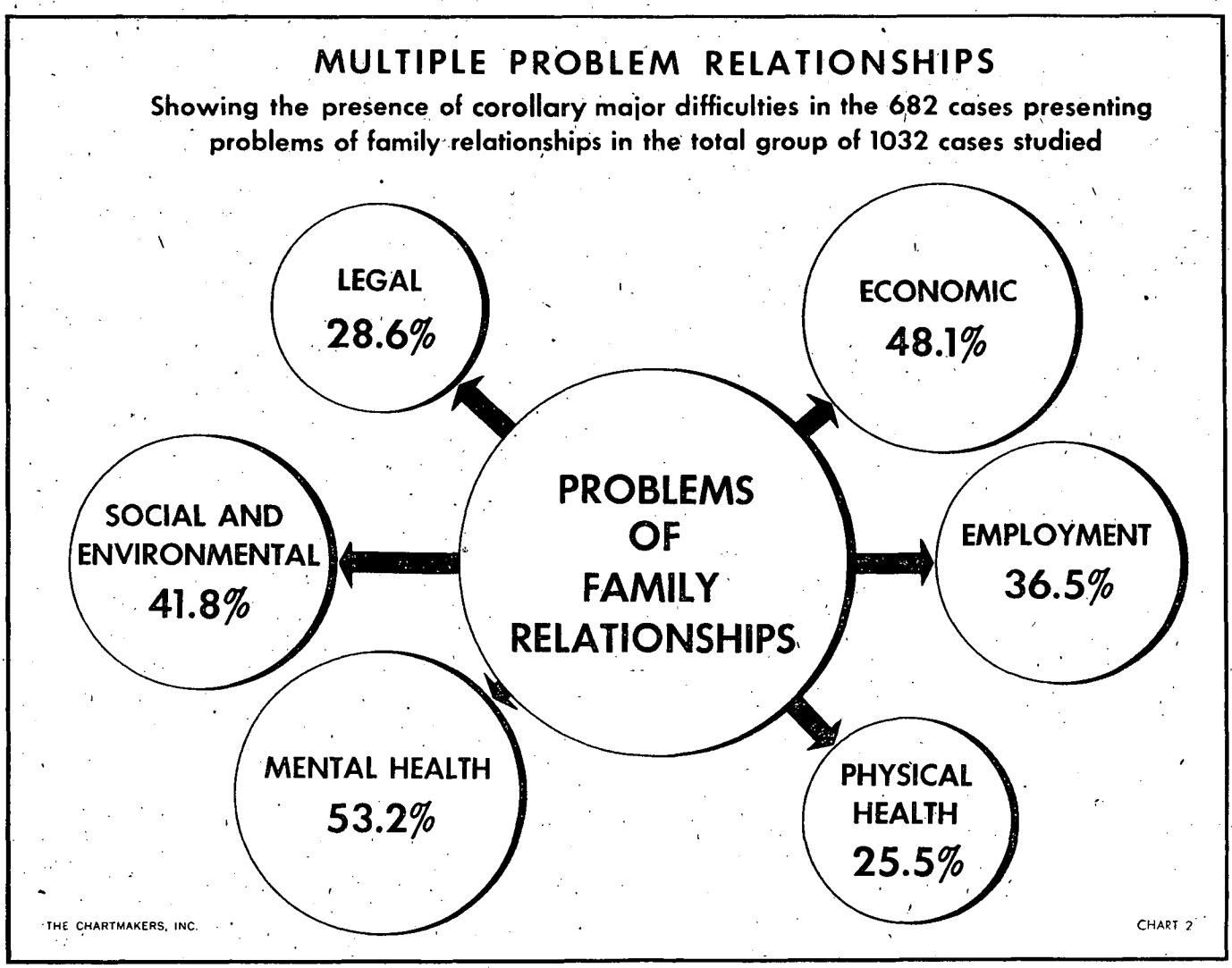
In planning our study we wished to throw some light on the time factor in successful diagnosis and treatment. An initial evaluation of 627 cases was made in March of 1946; 344 cases were closed during the ten months, but the remainder were re-evaluated in October among the total of 1,032 shown in Chart 3. In March, there were 305 cases in which the caseworkers decided that "no improvement" had been shown up to that date. But six months later, in October, the evaluations showed that 159, or 52 percent, of these were making either definite or partial improvement.

Here is at least a beginning procedure which ultimately will help us forecast with greater accuracy how much time may be required to diagnose and treat successfully certain types of problems. The highest success, for example, attained through this additional length of service was in connection with economic problems, where nearly 69 percent of the families which had shown no improvement in March did show improvement in October.

The contrary was true, however, for family problems resulting from mental ill health. As Chart 3 shows, our final October evaluation indicated that we were achieving the least success in this area. Among the families with mental health problems, 30.5 percent evidenced "no improvement," and in another 14 percent no treatment was attempted. And here, as between March and October, the comparative evaluations showed either no change or actual retrogression.

Thus it seems clear that added months of casework diagnosis and treatment do not increase our ratio of success with this type of problem. Rather it seems to us, we must concentrate on increasing our skill in dealing with situations where mental illness, by its very nature, makes for uncertainty in the behavior of the individual and creates complicated emotional situations within his family. And we must strengthen our procedures for joint diagnosis and treatment with psychiatric and other specialists in dealing with the basic problem of mental illness itself.

Innumerable other examples could be cited. The March-October "time" data suggested the value of studying and reexamining all our cases which had been continuously open for more than fifty months. These findings were thoroughly discussed in clinical sessions with the entire staff and many new decisions made regarding disposition or treatment. Similarly, staff members are now analyzing cases showing marked shifts in status as revealed by the March-October ratings, as well as the group of cases which showed no improvement. As time goes on, we believe that it will be possible for our supervisors to use the tabulation of both problems and evaluations from the particular cases currently carried



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

by the workers responsible for them, as a routine tool in improving the diagnostic and treatment practice of the individual caseworker.

Underlying such specific utilities as these, we have found that both the facts themselves and the method of assembling them have opened up new avenues for staff training and development. The process, by its very nature, is a group process, putting a high premium on professional maturity and objectivity. The intent from the beginning, has been to develop a procedure which professional staff members would find useful in their daily work, rather than to launch a research project *per se*. And our experience shows that the basic data can be supplied by the individual caseworker, with a minimum of special preparation and extra work.

Things We See

As we have emphasized, the primary purpose of this 1946 study was to make a beginning in establishing procedures that give the Family Society better data with which to analyze the problems of its families and to evaluate the results of its efforts to treat them. And one advantage from a continuing process will be that conclusions can always be regarded as tentative, subject to conformation, refinement, modification, or complete revision, as further facts throw further light upon them.

We have found it advantageous, however, to summarize at this stage certain major findings toward which our 1946 data clearly seem to point:

1. As we indicated earlier, the weighting of problems in the complicated area of family relationships, emotional instability, and the like, stresses the importance of strengthening our supervisory and professional staff. A majority are graduates of schools of social work, but only a relatively small number of seasoned experienced workers are actually treating family situations.

We believe that a strong, in-service training program, together with more supervision, will help meet this weakness. We think it obvious, also, that we must pay better salaries to our practicing caseworkers in order to encourage the mature and experienced worker to remain in practice, instead of moving into supervisory or administrative positions.

2. The variety of evidence which shows that the families coming to us present not one but many problems and that these specific symptoms tend to have a dynamic relationship to each other makes it clear that the Family Society needs to strengthen its relationship to agencies offering various kinds of specialized services. Particularly is this true where the treatment required is from a professional field other than casework or where authoritative controls are involved. We are sure, for example, that we need to make better use of the community's medical services and of the agencies providing service in connection with mental illness, adult probation, and parole.

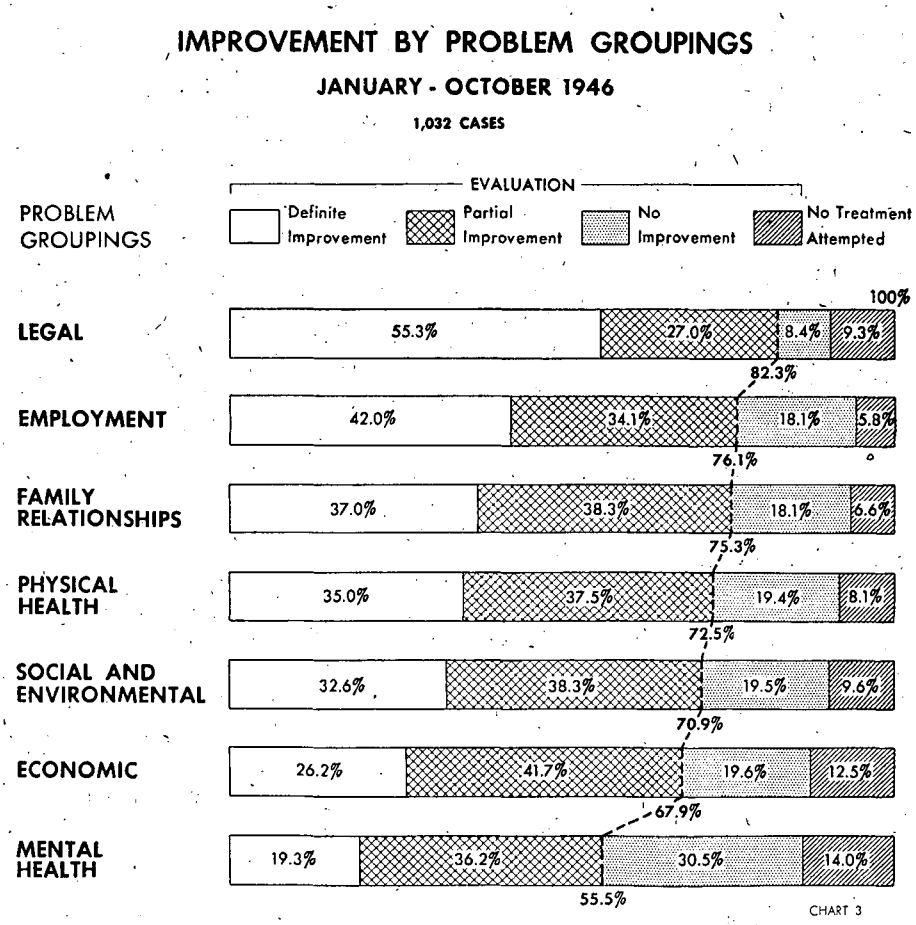
Concerning the need for better utilizing the services of recreation and groupwork agencies, our information so far is less clear. It is sufficient, however, to open avenues for further study of problems to which supervised recreation or groupwork can make a treatment contribution, and to warrant the assumption that closer relationship with these agencies will be profitable.

3. The facts about this constellation of problems in individual families also raise broader questions of community planning, which it does not seem to us a family agency can afford to ignore. It is usually a very specific problem or symptom which impels a family to seek social agency help. Our facts show that this immediate problem in a high proportion of cases is accompanied or surrounded by others. But without a thorough diagnosis, these others and their dynamic relationship to each other, remain undiscovered.

The contention that the organization of the community's general and specialized services needs simplification; that problems need to be discovered at the earliest possible stage; that channels of referral for both a generalized diagnosis and for specialized treatment need to be more systematically perfected, is not new. But our materials at this point add substantial evidence of these necessities.

4. Finally, these data about the concrete problems with which our families are struggling should begin to provide the bedrock of knowledge on which to build a broad educational program for better family life. The use of educational techniques with all kinds of groups, to help families to be better prepared for coping with the stresses and strains of family life, holds much promise in our future efforts to prevent family breakdown. But if the educational methodology is to be practically effective its content must be soundly grounded in facts about the problems which families do face, and the manner in which these problems contribute to family disorganization.

DATA SUCH AS THOSE ASSEMBLED IN this study have long been available in casework agencies. This project represents an effort to develop working procedures for putting such data to practical use in improving the quality and effectiveness of casework practice.



PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Hope for Three Out of Four

LILLIAN J. JOHNSON and JOSEPH H. REID tell how the staff of Ryther Child Center, Seattle, cast up its accounts for ten years of success and failure in casework treatment.

Probably no area of practice more severely tests the skill and capacity of caseworkers than work with children with severe emotional problems. Limiting its service to the care of such children, the Ryther Child Center includes within its program the operation of a treatment institution for those children too disturbed to be helped by outpatient or foster home care. Almost without exception they are brought to the center by frantic adults who realize that the child can no longer remain in the community. Many have been known to a multiplicity of social agencies. Most have been barred from public school. A high proportion have been in conflict with law enforcement agencies.

These cases are not atypical: a seven-year-old child, found chained in a pigpen, long and systematically rejected and cruelly treated by his parents. He was asocial, violently destructive, completely distrustful of adults. A thirteen-year-old boy, apprehended for lighting a series of forty forest fires, obviously the victim of a deeply compulsive neurosis. In his first interview he told of his tremendous fear that he was going insane. A fifteen-year-old girl who had been placed in seventeen different foster homes, finally climaxed by a vicious attack upon her last foster mother. A three-year-old girl with completely disorganized habits of eating, sleeping, talking and eliminating. She spent hours pounding her head against a wall, as a result of what looked like emotional starvation.

The need for adequate diagnostic and treatment services for such children had brought about the creation of the Ryther Child Center in 1935, following a community survey. It was frankly experimental. The fact that it has continued in operation for twelve years with increasing financial and moral support from the community would seem on the face of it to attest to its success. The logical question was, however, how many of the children served had actually been helped. Yet how is one to measure human conflict or categorize responses to treatment? The task of translating individual maladjustment and its alleviation into cold statistics is a difficult one, and the results extremely vulnerable to error.

Nevertheless, it becomes increasingly evident that both public and private agencies have a responsibility for developing techniques of measuring and reporting more intelligible to the contributor and the taxpayer. A grant from The Field Foundation, Inc., of New York and Chicago, for research, interpretation, and training made possible a study and evaluation of the results the agency had been able to achieve during its first ten years of functioning. Some results of that study are reported in this article.*

End Results

Altogether, 430 children have been given treatment through the center's institutional unit, in the ten-year period 1935-45. In terms of the criteria described later, the study shows that in 74.1 percent of these cases, the treatment can be considered to have been "successful." The fact that the percent of success—80.6 percent—was higher for the children given treatment during the second half of the period, seems reasonable evidence of increasing diagnostic and treatment effectiveness.

It should be stressed that these 430 cases represented the most seriously disturbed children brought to the attention of the agency and were all admitted to the small treatment institution which provides care for 20 children at any one time. Because of its limited resources, the agency has had to restrict its institutional care to those children for whom no other plan could be made. They represented only a percentage of the total caseload of the agency, the remainder being carried through outpatient service or foster home care.

Since the beginning of operation, the center has rendered two services: the first, that of observation; the second, that of continued treatment. Of the 430 children entering the institution, 84 or 19.5 percent were accepted for observation only and remained for a brief period, often only a few days, although the average length of stay for observation cases is one month. This stay is primarily for diagnostic rather than treatment purposes. Even with all possible aids to diagnosis—carefully prepared case histories, diagnostic interviews, psychological tests, psychiatric consultation—firsthand observation is often desirable in order to make valid recommendations for treatment. Sometimes even a brief period of observation will show responses that can be utilized in therapeutic interviews so that the whole causation of the child's conflict is laid open in a way almost shocking in its simplicity and obviousness.

Twenty-two of the 84 children accepted for observation were withdrawn from care by their parents, two of whom believed the child cured. In two cases the child did not wish to remain. Thirty-two were discharged after a period of observation with the recommendation that they needed a restraint situation which the center did not offer. Many of this group were considered treatable, but patterns of compulsive running away or dangerous physical or sexual aggression made unwise their continuance in an institution which operates without gates, locks, or restraint facilities of any kind. Nine children were discharged because it was believed they needed special care for psychotic and ten because they needed special care for retarded children. Five children were believed to be able to adjust to community life and subsequently got along well in foster homes. Four children were not continued after the observation period because it was believed that they were too handicapped physically to adjust outside of a semi-hospital situation.

Although an observation period is useful to the agency in determining what children are treatable within our resources and skills, it is also of value to agencies in determining wise use of other available community facilities.

Criteria of Success

In an effort to set up certain objective criteria by which to measure a child's adjustment, for purposes of the study, treatment has been assumed to

* A monograph on the ten-year study is available on request.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

PERCENT OF ADJUSTMENT

by 339 children accepted for treatment
1936 - 1945

Treatment completed	For ten-year period		By five-year intervals 1936 - 1940		1941 - 1945	
	Children 339	*Percent* 100	*Children* 190	*Percent* 100	*Children* 149	*Percent* 100
1. Satisfactory adjustment	251	74.1	131	68.9	120	80.6
Group A	94	27.7	54	28.4	40	26.8
Group B	81	23.9	62	32.6	19	12.8
Group C	76	22.4	15	7.9	61	40.9
2. Unsatisfactory adjustment	88	25.9	59	31.1	29	19.4
Group A	46	13.6	29	15.4	17	11.4
Group B	42	12.3	30	15.7	12	8.0

be successful if the child (1) is able to return to his home or some foster home where he makes a reasonably satisfactory adjustment, (2) is able to get along in public school or employment, and (3) is able to accept the codes and mores of the community. Although these criteria obviously exclude more subtle measurements of human happiness, they are relatively simple and definable, and constitute basic factors in adjustment with which other elements in personal satisfaction unquestionably correlate.

The children to whom these basic criteria have been applied constitute a total of 339, which excludes those discussed under observation as well as seven cases in which treatment has not been completed. As the table shows, 251 or 74.1 percent of the 339 children satisfactorily met all of these three tests; 88 or 25.9 percent were lacking in one or more of them. It is not alleged that in all of the success cases definitive treatment was achieved in the sense that all basic pathology and maladjustment was alleviated. In some cases, truly definitive treatment was possible, but in others desperately disturbed antisocial children made sufficient gains so that they could make an adjustment to community life in terms of the three basic standards set up.

Evidence of success or failure in achieving adjustment as defined by these criteria came from a careful search of the case history of each child. The agency's methods of recording, like those of casework services generally, had not been set up for research purposes, and in its early years, when caseloads were extremely high, even routine recording was often incomplete.

However, there was a wealth of recorded material, initial history, interviewing content, institutional logs, psychological reports, psychiatric examinations, school records, and staff conferences. It was possible also, in many instances, to consult directly with caseworkers and administrative staff who had known the children at the time they were under care. Even these criteria involve certain judgments, and in making them the research worker consulted with all members of the staff familiar with the situation. The final decision and classification thus was actually reached by a conference process.

The follow-up and marshaling of evidence on a high proportion of the children was not as difficult as one might expect. Many return to the agency for visits, correspond, or are known to other Ryther children who are in touch with the agency. Requests from employers for recommendations, requests from courts and law enforcement agencies for histories also gave good leads to the present status of the child. All cases were cleared through the Social Service Exchange and with the local Juvenile Court.

Degrees of Success

As we have indicated, not all of the 251 children had been equally successful in making their adjustments to normal community life. It proved feasible to classify them under three main groupings, the common factors in each of which give a more adequate picture of relative achievement. All of the children in Group A made excellent adjustments after discharge, and give evidence of continuing adjustment, both to present home environment and in their own personality structures.

A typical example is a nine-year-old boy who was brought to the agency in 1938. He had been relinquished by his mother at birth and thereafter was placed in a series of fourteen foster homes. At the time he was admitted he had a sense of persecution amounting to paranoia, distrusting all adults and feeling that the world was entirely against him. After sixteen months of treatment, however, he was placed in a foster home in which he has remained continuously. He has just finished high school, and is a good student, a leader in his class, a football player, a buoyant, apparently well-adjusted individual. Although he will have to earn his way, he is going on to college. The only neurotic component still apparent in this child's personality is some need to overcompensate for previous inadequacies and a tendency to resolve some of his anxiety by overactivity.

Group B includes those children who made real progress in therapy while at the center, were supervised or known to the agency for a subsequent period of from two to five years and made good adjustments during this period. Information about their present status, however, was not available, but with no negative evidence there is every reason to believe that they have continued their good adjustment.

A typical case is that of a girl brought to the agency when she was five, successfully resisting all forms of conformance. After a period of eight months in the center, she was placed under supervision in a foster home for two years, making an excellent adjustment. Her mother then remarried and established a home which appeared stable. The child was returned to her and was supervised informally under her care for an additional two-year period. Though the child is not, at present, known to the center, in view of this long period of adjustment there seems no question but that treatment was effective and that barring traumatic incidents the adjustment has continued. It is obvious that the appraisal of success with this group of cases is particularly subject to error. No one can foresee the complications and involvements which might later reaccentuate basic pathology or recreate neurotic patterns.

Group C includes children who made progress in therapy and who basically meet the over-all criteria which have been set up. Here, however, a multiplicity of factors exists which cause the agency to be unsure of the permanence of the adjustment. In some cases it is because of the realization that treatment did not reach basic pathology; in some, it is because the child has been returned to a home situation not much different from the one which produced his original malad-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

justment. This group also includes children who have been discharged from care too recently to judge the outcome with certainty.

Typical is a deeply neurotic boy exposed to a series of parental separations and reunions, with bitter fights over his custody. Both parents are extremely unstable. When either one of them decides to use the child as a battleground, a certain amount of personality swing occurs for him. He was under care at the center for eighteen months, made excellent gains, and has now been in a foster home for three years with people who would like to adopt him. His behavior has been very stable. However, he is approaching adolescence and his parents may at any time decide to contest custody.

Failure

What of the failures, the 84 children who made an unsatisfactory adjustment? When such seriously disturbed children cannot be helped, the price which they and the community must pay for their maladjustment socially and economically is borne out by the following statistics. Twenty-eight are known to have been institutionalized in state training schools, reformatories, or prisons. Another 41 have been placed in parental schools or other restraint institutions. Three are in mental hospitals, three are in custodial schools for the feebleminded and three are known to be prostitutes. The remaining 10 children are still in the community but are known to have been in serious difficulty; four of these could not have avoided institutionalization if their parents had not thrown around them unusual barriers against such consequences.

Under this category, Group A is made up of those children who came to the center with deep personality difficulties, made little or no progress in therapy and subsequently got into trouble. There is reason to believe that they will continue to be seriously maladjusted persons, probably supported by the state in prisons or state hospitals for most of their lives. Some have already gone the bitter route from training school to reformatory to penitentiary.

Group B includes those children who did make some gains in therapy while in residence at the center, but where for some reason the child did not hold steady after discharge. In these cases, it is felt that the center did make a contribution to the child and there is real hope that he will later come to terms with society. In some instances this has already occurred.

An example is a boy who had been so rejected by both his natural and his foster parents that he was unable to relate to either children or adults. He did develop some insight into his difficulty and was placed in a foster home, probably before he was ready. When he was rejected or thought he was rejected by this foster family, he started roaming the country and became involved in petty thievery which terminated in a sentence to a reformatory. During the time he was in the reformatory he wrote regularly to the caseworker and seemed to be utilizing the insight which he initially gained. After release he entered the Air Corps, obtained an honorable discharge and for the two years since the end of the war has led a relatively normal life. Because it is not possible to judge completely which of his life experiences basically influenced him, he is classified as a failure as far as the agency's treatment is concerned.

In fourteen failure cases the parents could not be held steady, but withdrew the child from care after treatment had been undertaken, apparently being threatened by the child's progress. In eleven of these cases definite gains were made during treatment and the prognosis appeared excellent. In the other three little or no gains were made and it is doubtful if, even lacking parental interference, treatment would have been successful.

Particularly difficult to cope with were the parents who subtly undermined treatment processes. Twenty-two percent of the boys in the failure classification had deep ties to mothers who, psychologically and sometimes overtly, treated them as sexual love objects. Within the limits of the center's therapeutic experience there has been almost complete failure with cases involving a deep incestuous tie between mother and son.

This study further confirms the need to look beneath the surface of facts often used to explain causes of youngsters' antisocial behavior.

Eighty-five percent of all children included in the study, for example, came from homes broken by divorce, separation, or death. But this high correlation is believed to be a somewhat deceptive one. Thousands of other children survive the hurt of loss of a parent by death or divorce without lasting maladjustment of such intensity as to require treatment. Conversely, the children who came to the center from homes which had not been broken presented behavior difficulties of the same intensity as those who came from broken homes. In most of the families of these 339 children the neuroses and instabilities of the parents were far more significant than the dramatic fact of death or separation.

Facts about the sex of the child and age at time of admission proved of little or no significance. Of the total group of children, 61 percent were boys, 39 percent girls. In the "success" group, 59 percent were boys, 41 percent girls. Of the children admitted at ages two to five, 91 percent made successful adjustment, but there was little difference in success with other age groups. Seventy-four percent between the ages of six and ten showed success; 70 percent between eleven and fifteen; and 75 percent between sixteen and eighteen.

Although the center has admitted children from all racial and minority groups, Seattle's population of minority groups, and therefore the center's admission of children from these groups, is too small to provide significant correlations. Children from families of widely varying economic status presented much the same patterns of behavior. Success or failure in treatment seemed to depend upon the individual child and the individual family and no correlation was found between probability of success or failure and the family's economic status.

Conclusions

The study definitely indicates that a treatment institution integrated with casework service, utilizing the skills of psychiatric consultation and psychological testing, has a vital contribution to make to the re-assimilation into normal life of those emotionally disturbed children who find it impossible to make a community adjustment. Unquestionably the basic causation of the emotional instability of the children who came to the attention of the center lay in disturbances of the interpersonal relationships within the family group. There must develop increasing insight into what constitutes normal emotional development and increasing skill in helping the child assimilate traumatic experiences and achieve substitute satisfactions. Yet even at its present stage of professional growth social work can, without apology, ask for the resources which will make possible adequately financed programs with which to meet this problem, acute in every community in America today.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

OSCAR R. EWING:

"Our agency, more than any other in the federal government, deals with human values"

For the Record

***Survey Midmonthly's* executive editor, THOMAS DEVINE, interviews the newly appointed Federal Security Administrator.**

Shortly before the First World War, when Oscar R. Ewing was already embarked upon a promising career as a young corporation lawyer, he was approached by friends about a position in social work. After two days careful deliberation he chose social work. "I made *my* decision," says Mr. Ewing, "but the directors of the agency made a different one."

Thirty years later, on August 27, 1947, by appointment of the President to the office of Federal Security Administrator, he found himself occupying the most important administrative position in the field of human welfare.

During the intervening years, Mr. Ewing has combined a brilliant and lucrative legal career with an active interest in both social service and practical politics. A captain in the infant Air Force of World War I, in 1919 he became associated with Charles Evans Hughes, as a member of the law firm of Hughes, Schurman & Dwight until its dissolution in 1937. Since then he has been a partner of the former chief justice's son in the firm of Hughes, Hubbard & Ewing.

He has served twice as the second officer of the Democratic National Committee, resigning each time to represent the government as special assistant to the attorney general in major trials. Both involved high crimes—the prosecution of Silver Shirt leader William Dudley Pelley for sedition five years ago and the more recent Boston trial of Douglas Chandler for treason.

A midwesterner from Greensburg, Indiana, Oscar Ross Ewing was born fifty-eight years ago. After undergraduate work at Indiana University in 1910, he came East to Harvard where he received his LL.B in 1913. Married in 1915, the Ewings have two sons, one in the newspaper business and one in the Department of Labor. Mr. Ewing is an Episcopalian, a member of distinguished clubs, as well as the representative bar associations.

One may have good grounds for thinking that in selecting the new administrator the President also was looking forward to welcoming a new cabinet member—the first Secretary of Health, Education and Security. Congress has moved a long way toward the creation of such a department.

In 1939, the Federal Security Agency was created as a loose holding company for a group of independent agencies, the more important ones be-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ing the Public Health Service, the Social Security Board, and the Office of Education. Last year, under Reorganization Plan No. 2 the Children's Bureau, the Bureau of Vital Statistics, and other services were added. Authority was provided for a more truly unified administration. Little remains but for Congress to pass a law giving cabinet stature to the administrator's job. Such a bill has been favorably reported to the Senate, and even though the House has shown no great interest there is at least no important opposition.

Mr. Ewing is the first to say that his new job is made much easier by the excellent groundwork laid by his predecessor, Watson B. Miller. Captain Miller's sincerity and warm friendliness engendered good personal relationships between the constituent units of the agency. From his emphasis on administrative methods and procedures, there evolved one of the smoothest operating agencies in Washington.

However, this perhaps inevitable preoccupation with administration and reorganization under Plan No. 2 meant that matters of broad policy and relationships were left largely to individual departments, and *Survey Midmonthly* was anxious to find out for its readers something of Mr. Ewing's basic philosophy in respect to future policy—how he conceives of his new job. The opportunity to do so could not have been more cordially granted. For two hours, in a Saturday morning interview, Mr. Ewing and I talked freely and frankly together in his suite at Washington's Carlton Hotel. His is an easy, gracious personality which, in view of the record, probably conceals a fighting determination. Both his legal and political background make him comfortable and effective in dealing either with an individual or an audience. Quite obviously his professional success makes him entirely independent of salary or any secondary benefits resulting from federal office.

Unhurriedly, I learned of attitudes and interest which gave more than a clue to the future course the agency may take under his leadership. I was informed that above all Mr. Ewing is deeply interested in his job. There was no other appointment to federal office which he would willingly have accepted.

"Our agency," he said, "more than any other in the federal government, deals with human values. . . . Each of the other great departments or agencies is concerned with matters that are outside the citizen himself. Our agency, on the other hand, deals with the individual citizen as a human being. . . . No agency of govermennt does so much . . . to add to the sum total of the happiness of . . . [our] countrymen."

To his credit also, Mr. Ewing has a full awareness of the complex variety of services handled by the agency—he knows that he has a great deal to learn about a great many things. But he is unabashed. He is used to learning of many things. A lawyer must thoroughly familiarize himself with the subject matter involved in his many different cases. For instance, Douglas Chandler pleaded insanity in his treason trial. "I had to know as much about insanity as the experts," explained Mr. Ewing.

A long experience in public affairs has given him a real sense of the importance of good public relations. The FSA, he believes, must accept responsibility for informing the public about needs, facilities, rights, and services. It cannot be held blameless if thousands of citizens fail to receive their social security benefits, as they now do, simply because they do not know their rights.

The link between good public relations and social research may seem obscure to some, but I suspect that Mr. Ewing would not find it so. He has long believed that basic research into the causes of human misery has been neglected by the people with day to day responsibility for "healing the wounds." By way of illustration he told me of once approaching a large social work agency with an offer to secure necessary funds to undertake a major research project in its field. He is still troubled by the disinterest encountered. It should cause no surprise if the FSA develops a new interest in social research.

In quite a different area, it was a pleasure to find a frank and honest recognition that he, together with all public administrators, has a broad, though not partisan, political responsibility. Here again he can count his past experience as an asset. Some years ago, he related with a chuckle, his son was applying for a position with a large chemical company for which Mr. Ewing had long been attorney. In filling out the application form the young man hesitated at the question, "Father's occupation." The interviewing official chided him, "Why, you know what your father does. He's a lawyer." "Y-e-es," was the reply, but he's a sort of a politican too."

As a result of this practical political sense, he has already begun to follow a course along two specific lines. The first is to develop good and continuous working relationships with the governors of the forty-eight states, who include among their other functions an over-all responsibility for the state administration of most of the services with which the Federal Security Administrator is nationally concerned. One of the first things he did, for example, was to write a personal letter to each of these chief state executives. It said in part:

"I am aware of your keen interest in the effective administration of the services . . . for the aged, the blind, and dependent children; for mothers and children; for the disabled and the unemployed; and in the various services in the fields of public health and education which come under this agency. I am writing, therefore, to let you know of my earnest desire to give you the closest cooperation in this work. As an example of what, perhaps, you and I might do, it occurred to me that in many instances we could settle problems and remove irritants which may seem insuperable to the operating officials. In any event, I want you to know of my hearty good will in these matters and of my sincere desire and purpose to contribute in every way possible to making all of our mutual programs successful in your state. . . . If you have any suggestions now or at any later time of ways in which these programs can be improved, I shall welcome your views."

His second move has been to establish a base from which to work with such strong national professional groups as the American Medical Association or the National Education Association, whose attitudes vitally affect certain policies and operations of the agency. He points out, quite logically, that there are many noncontroversial problems on which they ought to be able to work together—even though there are differences of opinion on others. On controversial matters, such as national health insurance, he will, of course, support the policies of the President. "But there is no reason," he believes, "why we can't argue about health insurance and

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

at the same time work together for medical education and research. These are not controversial matters, neither are the building of hospitals nor the maintenance of hospitals and clinics—especially in the least privileged areas." If national associations with a stake in the agency's program reciprocate, much progress is apt to come from this objective, cooperative approach.

Administratively speaking, Mr. Ewing's philosophy fits into this same broad pattern. He considers his major responsibility to be to "continually review the objectives and methods" of all the constituent parts of the agency. This naturally includes the problem of coordination between services. For example, he has "a hunch that there is a greater correlation than is generally recognized between delinquency, lack of health, and other social ills." It is a reasonable assumption that under the new administrator the agency will show an increasing concern for the interrelationships of problems and services.

I came away from this free and cordial two hours with a strong impression that the future course of the Federal Security Agency under its new administrator (possibly the new Secretary of Health, Education and Security) will include: better information for the public; a new emphasis on social research; improved teamwork with state administrations and national organizations; active support of the President's social program; continued improvement of methods and objectives; and a greater emphasis on integration of services.

For those who know intimately some of the inevitable struggles of this relatively young, but dominantly important government enterprise, the direction in which Mr. Ewing is facing holds much of encouragement.

Recreation Milestone

GEORGE HJELTE, general manager of Los Angeles' recreation and parks department, hails new progressive legislation.

When on June 9, 1947, Governor Earl Warren signed a bill creating a State Recreation Commission, recreation in California passed a historic milestone—passed it with flying colors! The vote for the bill in the Senate had been unanimous and in the Assembly only one vote had been cast against it. On September 19, the legislation became effective.

The purpose and significance of this new state agency can best be understood against the background of earlier steps to further California's public recreation program. The commission is authorized to formulate *"in cooperation with other state agencies, interested organizations and citizens"* a "comprehensive recreation policy for the State of California." A director of recreation with experience in the field, appointed by the governor after consultation with the commission, is authorized to "investigate and report on facilities and services . . . needed; *advise and cooperate* [with] community recreation agencies . . . administrative officers of state agencies . . . assist in promotion of training programs for volunteer and professional recreation leaders." It is not intended that this new agency will directly operate recreation services. Instead, it is to coordinate existing state service, plan for meeting new needs, help local communities better develop their own recreation programs. Its purpose is to bring together in better team play the numerous agencies already providing recreation service and, in the words of the bill, concern itself with comprehensive state "policy."

As almost anyone might guess, California has never been unmindful of the importance of exploiting its rich natural recreation resources. It already has many, if not all, of the "pieces" needed to make up a total recreation program, designed to serve the interests of all its citizens. To its local government jurisdictions, the state Constitution offers generous home rule provisions under which to establish their own local recreation commissions or departments. Many have done so.

Los Angeles was the first city in the country to set up a department specifically responsible for the acquisition, construction, maintenance, and operation of playgrounds and recreation programs. One hundred and four cities or other units of local government now have recreation commissions or departments with year round professional staffs. As far back as 1917, the School Civic Center Act made it mandatory for district school boards to open up school facilities—playgrounds, gymnasiums, auditoriums—for recreation purposes. For years, also, various state agencies have been developing special recreation facilities and services:

The State Park Commission now administers a system which includes over 100 public parks and beaches.

The State Forestry Commission maintains forest preserves which are used partly for recreation purposes.

The State Fish and Game Commission stocks lakes and streams and regulates hunting and fishing.

The Division of Fairs and Exhibitions maintains extensive grounds and buildings, which, when not in use for agricultural fairs, may be used for local and regional recreation purposes.

The State Department of Education provides expert consultative service to local school boards and other units of local government.

The State Youth Authority makes surveys in cities and counties designed to develop recreation programs as part of a delinquency prevention program.

Coordination Needed

Even a mere listing of these valuable state recreation services, all separately administered by agencies with many responsibilities other than recreation, suggests the need for coordinating and planning the state's own program. Moreover, localities have had no state agency to which they could turn for advice and help in develop-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ing all phases of their community recreation plans. Some of these state agencies have facilities available for use by cities or counties; some offer consultative service in the particular recreation phase in which they specialize; but no state agency has been vested with responsibility for helping communities meet their *total* recreation needs.

The groundwork for legislation to meet this need was well laid. Funds from the Rosenberg Foundation made possible a statewide study under the auspices of a committee for the study of recreation in California. The director, Dr. Duane Robinson, came to it from recent experience with a similar study in the State of Washington. The report was given wide distribution, and its major recommendation—the establishment of a state Recreation Commission—was incorporated by the governor into his annual message. It was in this report that the high strategic and statesmanlike sights for the new state agency were set, resulting in one of the most significant provisions of the new legislation: that the commission "shall cause to be studied and shall consider the whole problem of recreation of the people of the State of California as it affects and may affect the welfare of the people, and especially the children and youth."

It should occasion no surprise, however, that the bill embodying the recommendations of this report was passed so unanimously only after a considerable campaign in its behalf. The first legislation was introduced in 1945. All of the state agencies with recreation responsibilities, however, were not of one mind regarding the necessity for a single agency whose function would be to deal with the whole subject of recreation. Mainly because of this, the bill was not reported out of committee in the Lower House.

Much conferring went on in the interim before the 1947 legislative sessions. Citizen groups became interested—the California Congress of Parents and Teachers; Federation of Women's Clubs; the American Legion; the Association for Health, Physical Education and Recreation; the California Recreation Executives Association; the League of California Cities; the County Supervisors' Association; and various local welfare councils.

When the 1947 legislature convened, a slightly modified bill was introduced. All of the state agencies had become reconciled to its need and enthusiastically joined their support to that of the citizens association. The result was the overwhelmingly favorable vote already reported.

Students of the methodology of social action may find lessons of patience and persistency in the fact that the first move toward statewide recreation planning in California dated back to 1913. In that year, Governor Hiram Johnson appointed a committee to draft legislation. On it, among others, were August Vollmer, chief of police of Berkeley and, later, Los Angeles; Bessie Stoddard, the first secretary of the Los Angeles Playground Commission; James E. Rogers, then a social worker in San Francisco, now and for many years since then, a member of the staff of the National Recreation Association. The bill reported by that committee, but never enacted, contained most of the provisions of the 1947 Act.

Administrative Policy

The new commission will start as a going concern. For the legislature appropriated $79,000 to carry it through the first nine months of the current fiscal year, which ends June 30, 1948. This will permit the employment of a director of recreation, an assistant, and four or more specialists. All of them are people with experience in one or more of such fields as: the administration and financing of local community recreation services; design and construction of playground and recreational structures; construction, maintenance, and operation of camps; conduct of athletics, swimming, boating; amateur dramatics; arts and crafts; community music and festivals; operation of teen-age centers.

Silhouette by Gedge Harmon

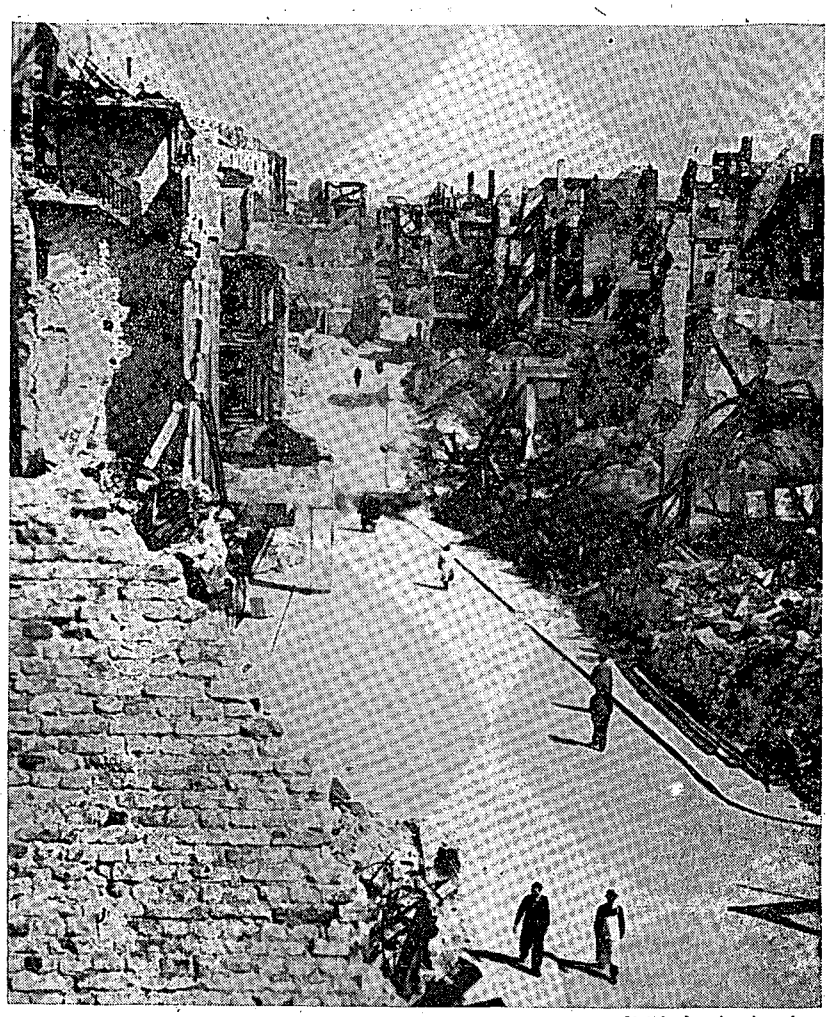
This staff probably will operate from headquarters offices in Sacramento, San Francisco, and Los Angeles. They will be available for consultation and on-the-ground service in all urban and rural areas. They will meet with community groups and leaders, consult with recreation, park, and planning commissions, and other county and municipal authorities. The specialists will offer technical advice, provide leadership through conferences, institutes, and in-service training programs. They will collect facts regarding the recreation needs of the state, and publish and distribute essential information.

It is significant, moreover, that from the beginning no one has assumed that this new state agency would be concerned solely with *public* recreation. Its staff and resources are to be available equally to private voluntary agencies. Recreation is looked upon as a team job with plenty of room for each group to coordinate its services effectively with the others.

California, by the passage of this legislation, joins with North Carolina and Vermont to form a vanguard of states with recreation commissions, implemented by a budget and full time director. Nearly all states provide some or all of the same statewide services as those indicated in California. During and since the war, many have passed legislation designed to strengthen both state and local services. (See "State Moves for Recreation," *Survey Midmonthly*, February 1947.) The California legislation however, goes further than any other in making an independent commission responsible for cooperating with state and other agencies in formulating comprehensive leisure time and recreation policies for the entire state and reporting them directly to the governor.

The trend today is toward putting recreation on a par with welfare, health, and other state functions. Belatedly, but nevertheless surely, we are beginning to realize that opportunity for a satisfying use of leisure time is a great potential resource for good, and that for its rounded development the state must also assume full responsibility.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



Erick Lambertin photo

Rebuilding for Social Services

MARGUERITE T. BOYLAN
of the
Catholic Charities, Brooklyn, N. Y.,
describes training for social work in postwar Germany

Few people, it is safe to guess, have thought of German social work in connection with any solution of Germany's problems. Ruined cities, food shortages, what to do about coal, the armies of occupation, conflicts among the Allies on all matters of high policy, provide news from which most of us create a confused picture of economic and political apathy and chaos. Small wonder that many have taken for granted that the counterparts of our own social services had been swept away and that professional social workers in Germany were probably lost in the chaos with little personal or professional direction left to them.

Yet, individual life goes on in Germany as elsewhere. Displaced persons seek resettlement, disabled veterans need retraining, children wander singly or in groups, incidence of disease is high, family life disorganized. The problems of individuals stare one in the face at every hand.

Second thoughts therefore may reduce the surprise that, in the American Zone at least, Germans themselves are beginning to recreate the social services which had substantial strength in the pre-Hitler days; or that the American Military Government is taking definite steps to implement these efforts. Under its auspices, this writer has just completed a two months' study of the facilities for training social workers in the U. S., British, and French Zones to meet the great shortages of personnel.

How familiar that sounds! Indeed one of my own surprises was in the discovery that the problems of training and professional development in Germany seemed, in kind at least, not so very different from our own.

Germany's Social Climate

It is true that the condition of acute misery can hardly be exaggerated. Cities are destroyed. Supplies are exhausted. Production is greatly restricted and curtailed. Youth is disillusioned. Bombings reduced living space in certain areas by 40 or 50 percent.

In addition, more than 6,000,000 refugees from territories now under Polish administration and from Czechoslovakia and Hungary have aggravated overcrowding and many other problems. The census of October 1946 shows that the population of Germany totals 65,911,180, or nearly a million more than in 1937, while the area of the country has been reduced by one third. As a consequence of this higher density of population, the future economy will be only 60 percent food sufficient compared with a prewar 83 percent. One third of the population over eighteen years of age is composed of men, with a higher proportion in the older age groups. This means that about 7,000,000 women will not marry and a decline in the birth rate is inevitable.

Pre-Hitler Training

Before the period of state socialism in Germany (1933), there were thirty-nine schools of social work: nineteen under the jurisdiction of the state or municipalities, and twenty under voluntary auspices—seven Catholic, eleven Protestant, and two interconfessional. In addition, there was a postgraduate academy in Berlin—*Soziale Pädagogische Academie*—founded in 1930 by Dr. Alice Salomon, Dr. Gertrude Baumer, and Hilda Lion. Social workers who had completed their training at a school of social work and had had several years of experience could take the two-year course offered by this advanced training school. A majority of the schools admitted only women. This was due in part to the fact that some of these schools were founded by women's organizations. For example, the Catholic Women's Leagues founded three

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Catholic schools and the Stuttgart School of Social Work was founded and is supported by the Swabian Women's League.

The Association of Schools of Social Work was founded in 1917 in Berlin by Dr. Alice Salomon, a leading spirit in the development of social work training. During the Weimar Republic, conferences were held every year (1920-33) under the auspices of the Prussian Ministry of Social Work, of which Dr. Helene Weber was the *Ministerialrat* (counselor). At these meetings social problems, policies and techniques in social work were discussed. Their influence was reflected in the similarity of program developed by the schools of social work throughout Germany, although there was sufficient flexibility in the pattern to allow for adaptation to local conditions.

With the development of Nazism, the Berlin academy and a number of the schools of social work were closed. Meetings of the association were discontinued in 1935 and even those remaining under the Nazi regime had no opportunity to come together.

Postwar Schools

Since the war ended, schools have been reopening gradually. Today, twenty-eight are offering courses: eleven in the United States Zone (including one in the Berlin Sector), thirteen in the British Zone (including two in the Berlin Sector), two in the French Zone, and two in the Russian Zone. Before the Nazi regime, there were ten schools in the territory which is now under the control of the USSR and Poland. The total for the rest of Germany is now twenty-six compared with twenty-nine before the war.

Many, of course, are operating under severe handicaps. School buildings were destroyed or badly damaged, and it is common to find the schools occupying temporary quarters in other institutions—a hospital, a children's home, a kindergarten, or a public school. With loss of libraries, furniture, and equipment, they must carry on with such meager facilities as are available. Shortage of fuel, food, and clothing have lowered resistance to disease of both teachers and students.

Nonresident students have great difficulty in finding suitable living quarters. Indeed, some cities were so badly bombed that they have been designated as "closed cities," and people are forbidden to move into them at all. The result is that students frequently are obliged to travel great distances every day. Yet teachers and students alike seem to feel that in thus sharing suffering and hardships, they gain an understanding which enables them to serve more effectively.

Of the twenty-eight present schools, eleven are under the jurisdiction of the state or municipalities and seventeen are under voluntary auspices—seven Catholic, eight Protestant, and two interconfessional. After their experience with state socialism under the Nazis one can understand why the schools under religious auspices oppose the extension of state schools. Also it is true that the private schools are more flexible, while state and city schools, supported largely from public funds, are more or less under the influence of the dominant party. The denominational schools receive grants from their respective sponsoring organizations. Students pay from R.M. 200-250 ($20-$25) per year for tuition. Former scholarship grants from the state have not been available since the war.

School faculties usually consist of two or three full time members and a number of part time teachers from such specialized agencies as: the Ministry of Health, the Courts, the Labor Office and the Youth Bureau. Some of the teachers have doctorates in law, medicine, divinity, economics, or social science. In general, the directors are experienced persons, devoted to their profession and evincing a rare spirit of sacrifice, resolution, and courage.

Walter Dick photo

"Children wander . . ."

The standard course covers two years, six months of which is devoted to field work or practice. The curriculum includes a wide range of subjects. Courses directed toward preparation for public examinations are obligatory for all students.

These courses include social legislation and organization of welfare work within the domain of public and private social action; social insurance; national economy—agricultural problems; industrial problems; food and its distribution; medical information; health education; social hygiene; care of the handicapped; political science; legal jurisdiction—law of nature and law of state; Christian moral law and human law; penal code; administration. Other courses include: social ethics and social work techniques; psychology; pedagogy; cultural history; religion; handicrafts; shorthand; typewriting; music and sports. The confessional schools place emphasis upon religion and character training so "that the Christian life of faith and charity may become effective."

For field work, the students are assigned to the official bureaus of the state or cities and to the various agencies and institutions of the two major religious federations: the Catholic Charities of Germany and the Social Service of the Protestant Evangelical Church. Field work is usually under the direction of the social agency, with collaboration of the school and agency in the supervision of the students.

He Who Would Be "Trained"

The general efficiency and quality of training in the schools were greatly impaired during the war years. This was due in part to the lowering of the standards of training in the secondary schools. Candidates for admission to the schools of social work are thus inadequately prepared and, since the old state examinations for high school are no longer administered, there is no way of testing the general academic background of applicants.

The usual admission requirements provide that the candidate must be at least twenty years of age and have completed ten years of education—four years of elementary school and six years of high school. In addition, three years of practical experience is required—as a nurse's aide, a helper in a kindergarten or day nursery, a teacher, or a homemaker. Because many universities were bombed dur-

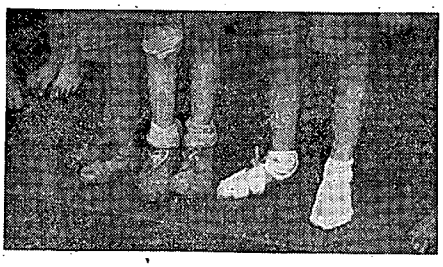
PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

ing the war, and their student capacity is now limited, some of the social work schools are receiving applications from men and women with some university training in medicine, law, and other professions. The great number of applications is making it possible for the schools to be more careful in selecting those they do accept.

To meet the urgent need for better trained personnel, several schools have established short term courses for people now employed in social work positions. The *Sozialpaedagogisches Institut* in Hamburg has fifty persons from different welfare organizations enrolled in classes, which are held one afternoon a week for a year. Subject matter covers postwar problems, housing, care of refugees and expellees, homeless children. In addition, state public welfare authorities have assisted the towns by providing in-service training programs. The most ambitious of these was a thirty-day in-service training course conducted by the Ministry of Labor and Welfare for Hesse in the fall of 1946. Seventy male welfare workers participated in this training course, concerned mainly with the legal and economic aspects of relief.

After Training

Upon completion of the two-year course, students take both a written and an oral state examination and receive a certificate. The examination is almost identical in all cities. After one year's practical experience, the worker is licensed by the state as a welfare nurse for one of the three chief branches—sanitation, youth welfare, economical and professional care. The beginning salary is about R.M. 200 ($20) a month, minus deductions for income tax, social insurance, and retirement fund. Some of the more ambitious, who have their abitur (diploma) which qualifies a student to enter a university, later continue to study for a doctor's degree. With this they may qualify for a position as an official in a state or municipal welfare department. In Germany, it should be noted, a sharp distinction is made between an *official* and an *employe* in the government. An official enjoys life tenure in his position, while an employe does not. Moreover, the state certificate can be withdrawn at any time if the social worker shows a lack of the qualities necessary for his job or if he acts in opposition to state regulations.



Earlier professional associations to which social workers belonged were all dissolved in 1933. In 1945, however, a new organization of social workers in the Russian Zone and in Berlin was formed, as one of the eighteen affiliated groups of the labor union. The Association of Catholic Social Workers, founded in 1916 by Dr. Helene Weber, was reorganized in 1946, in the British and United States Zones, and now has a membership of nearly 3,000.

Recommendations

The purpose of the author's study was not only to find out about the present situation but to make practical recommendations for future action. Fortunately, the need for strengthening the existing schools of social work is generally recognized and there is increasing awareness of the need for trained men. Some of the schools, in their reorganization plans, are making provision for the enrollment of male students.

The outstanding needs are three:

1. The improvement of physical facilities;

2. The raising of the professional status of social work teaching, particularly through the cooperation of universities;

3. An opportunity for both schools and key social workers to come abreast of developments in the United States and other countries.

Assistance is urgently needed for the restoration of school buildings, for restocking libraries, and for providing necessary equipment and supplies.

At present, the leadership in the social work field comes from persons drawn from law, economics, and other professions. One objective should be the establishment of a faculty of social work at one or more of the universities as a means of raising the general level of training. A step in this direction was taken a few years ago by the University of Freibourg which established an Institute for the Science of Charity as a part of the Faculty of Theology. The institute covers four semesters and is combined with the regular studies of the university, law, medicine, theology, economics, and philosophy. The University of Muenster is also interested in training for social welfare.

German social workers have felt quite shut off from new developments in the fields of social work. They welcomed, therefore, a meeting which was arranged jointly by the welfare branch of the American Military Government and a committee of the schools. At this conference, held in Stuttgart, July 14–17, 1947, discussion was focused on the standards of admission, the adaptation of the curriculum to problems in the reconstruction of the social and economic life in Germany, and the need for an advanced school to train supervisors, administrators, and social work teachers.

The German schools of social work are eager to reestablish relations with organizations in other countries, in order that they may be brought in touch with recent progress. It would be highly desirable, therefore, if arrangements could be made for a carefully selected group of directors of schools of social work and administrators of important services to attend the Fourth International Conference of Social Work in Atlantic City in April of next year. They should be given the opportunity to remain in the United States for a period of from two to six months to visit social agencies and institutions and to observe modern social welfare programs in this country. This plan could be further advanced by scholarships and fellowship grants, arranged in cooperation with the universities and schools of social work in the United States.

ONLY THE SOCIALLY INFORMED WILL realize how far-reaching such a plan could be, and foresee the indirect as well as the direct values which would accrue if American schools would give this help to the German people now struggling to develop their own trained professional leaders. It is to be hoped that there are leaders among our own schools who will help carry out some plan of cooperation and assistance to a desperately needful group.

Caritas-Verband

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

In Our Part of Town

MARY K. SIMKHOVITCH shares some insights which neighborhood experience offers in facing the challenge of our times.

The author is the founder of Greenwich House in New York's Greenwich Village which on Thanksgiving will celebrate its 45th anniversary. This article, drawing on what Mrs. Simkhovitch said at a dinner in her honor on her retirement as director, forages into the future.

Massachusetts-born, with a B.A. from Boston University (1890), she later carried on postgraduate work at Radcliffe, Berlin, and Columbia. A long time pioneer in public housing, Mrs. Simkhovitch has been vice-chairman of the New York Housing Authority since its inception.

The tryout for "One World" lies in the neighborhood—a discipline to accept, a realistic springboard to recognize, a factual base with no cobwebs of fancy to brush away. In our own neighborhoods the future is being fashioned day by day.

The theme of neighborhood has been my concern since the days of my youth, unfolding into deeper significance as the years have gone on. There are those who could put more poignantly what I have in mind through painting or music, in poetry or drama. Only the arts can express with any verisimilitude the insights experience has brought to us. Without them one must stumble along as best one may in trying to share what life has taught.

Everything bears the mark of its origin. We know now that in childhood the outline of the pattern of later years is established—a breathless warning to all parents and teachers of their high responsibility. And so it is, I think, with events and institutions. As they are conceived, are born and grow, their germ plasm determines their direction no matter how widely they are modified by circumstance and environment.

Greenwich House

It has been this way with Greenwich House. Both my husband and I were brought up in the country (though at opposite ends of the earth), and love for it has dominated our thinking as city dwellers. To an economic historian, the place of agriculture in our national economy, threatened as it is by industrialization, looms ever more importantly as the world shrinks. And to me, my grandfather's farm, on the border of which I lived as a child, was the cradle of my later tastes. My grandmother, who was a musician herself, was determined that her children and grandchildren should sing also. We all learned to read music from her blackboard, and the bottomless cookie jar rewarded us for our efforts. We had the run of the apple and cherry orchards and the melon patch, as well as of the hay-scented barn and the orchid-flowering pastures beyond. This free life of a rural childhood, topped off by university and travel, predisposed my husband and me to adventure in the great city of New York with its exciting problems.

All of us who came together to found Greenwich House were imbued with a fresh spirit of inquiry — of energy and joy. We wanted to discover and to plumb the depths of local life; and we had but one sure conviction, and that was that it was *one* enterprise; that the board, the staff, the neighbors were not to be thought of apart. They were one group. And so from the start the whole concept of our work was democratic. The settlement was never thought of as a charitable society, but as a joint neighborhood effort for a richer life for all as human beings and as members of the great fellowship of Americans.

We thought of America not primarily as a government but as the people of this great country, animated by a common life of hope, of equal opportunity, of plenty of room and, above all, of respect for man as man—that dignity of personality the denial of which we have seen so horribly magnified in the practice of fascism. With this faith in our hearts and with will to practice it, we started out on Thanksgiving Day, 1902, at 26 Jones Street on the Lower West Side of New York. The neighborhood took us in generously—if at first blush slightly gingerly, as was wise and proper. Seeing that we were more or less all right, an interchange of friendly visits began to take place.

In those days—when children left school for work at fourteen (and worked in the summers at twelve); when flies buzzed freely on the food; when horsecars, with straw in the aisle and with a hot little stove that warmed us in winter, took us down Bleecker Street to City Hall; when women's skirts still swept up the sidewalk's dust; when street lamps lighted our way; when Mr. Carnegie had not yet given us books; when women didn't vote; when we didn't know anything to speak of about psychology or the id; when the famed Hudson Dusters or their colleagues roamed the West Side; when beds in lodging houses were warmed twice a day by incoming streams of immigrants ready to dig our roadways and build our city and develop our countryside—in the great surging days of the early nineteen hundreds we took root on Jones Street, living, learning, and sharing the daily experiences of our ever more dearly beloved community.

My teachers were many, but chief among them in the earliest years was Mayor Walker's father. A near-by neighbor, he used to come and orient me in local life in its social and political aspects. I have always been deeply grateful to him for that postgraduate course in "things as they are." He kept me from many a pitfall, though not from all, and gave me a sense of proportion that has stood me in good stead. I learned from him to know who is who and why—the histories of the great who had lived in our midst and who had gone from us never to give a backward look. In other words, he taught me my way about.

Greenwich Village

In those early days, Sixth Avenue—I beg pardon, now it's the Avenue of the Americas—was more or less a parting of the ways. Though we lived, broadly speaking, on the wrong side of the old Sixth Avenue elevated, it was the right side as far as we were concerned, with its great variety of peoples, its many small shops and kinds of business, and its general informality. The late Mr. Peppe saw all its possibilities, Italian realtor that he was. He used to say to himself and to everybody else, "Greenwich Village is the best place in which

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

to work and live." We joined him in his slogan, and helped it come true.

We had taken to ourselves the task of knowing all the neighborhood from Fourteenth Street down to Canal. In the very first year of our life on Jones Street we got together the leaders of this area, both east and west of Sixth Avenue, and organized the Greenwich Village Improvement Society (now the Greenwich Village Association). The old coffee room with its vast fireplace in the basement of 26 Jones Street was the scene of its first meeting, along with that of many another enterprise springing from our Jones Street work.

Through those years there was a golden thread of vivid personalities who made many fine things come true in our midst—Mary Harriman and Margaret Norrie, Hans Zinsser and Paul Kennaday, Ida Tarbell, Carola Woerishoffer and Zona Gale—to name a few who have gone. It was an experience to bring together brilliant Emily Putnam of Barnard College and the gifted Mrs. King of Jones Street—to me the two best conversationalists in New York. It was a joy to work with Martha Draper of the Public Education Association in her campaigns for the new school buildings of the period. The rich wisdom and leadership of near-by Mrs. Dalton brought me into the very heart of neighborhood life.

After fifteen years given over to discovery and to building happy relationships, we felt we might venture—with some misgivings—to leave Jones Street as the matrix of our joint endeavors. We moved to the Georgian dwelling Chester Aldrich designed for us on Barrow Street, with more space in which to move around and grow. What we were doing in our part of town was all a part of what was happening in New York as a whole, and it all meant a decreasing death rate, a longer school year, higher wages, and a greater mobility for the population.

Social Tasks Ahead

Throughout the country, people were eating cleaner, more abundant and varied food; the ridiculed but cherished American bathtub had come in; there was the increasing control of disease and suffering, and the exciting drama of modern medicine. Swifter travel, greater simplicity in dress, streamlined buildings, safer supplies of water and milk—all these were to the good. Social security has taken away the bitterest terrors of proverty; the labor movement has increased consumption and contributed to the country's welfare.

Let me turn, however, from America's gains to outstanding needs in the immediate future. What are the next steps for our neighborhoods, for is it not here that we see revealed the family's wants? Is it not here that we see how our laws and institutions and the whole process of production and distribution really work? It is all tried out right in front of us. Are the results good or no good? It is people who alone can give the answer. Our plans, our institutions, our governments, our economic and social systems must all be judged by living people. Is this law, this plan, this action valuable for people? Our faith must be matched by our skepticism; our faith is in man, and our skepticism toward the machines he invents until they prove themselves. With our enthusiasms saved for the people themselves, we can engage more freely in the social tasks ahead. Let us look at some of them:

One day last year, I drove down to Jamaica Bay to look over new temporary housing in that whole region of Long Island. What a terrific acreage! Should not the city of New York acquire land there and elsewhere as good opportunity offers, for future use? This is the plan London and other cities adopt, thriftly laying the ground for later improvements. For rebuilding New York is the great next step we should take—not escaping from New York, but replanning and rebuilding New York's own neighborhoods. We are now conscious of this need as we never have been before. Planning has to be realistic, but it must be done.

New York's Civic Center on Fifty-sixth Street, with its varied cultural program, is already the pride of Manhattan. As these outlying neighborhoods are replanned and rebuilt, I should like to see as a basic factor in each a center for recreation, health, and education, or such a combination of these aspects of the local life as will prove best in the given area. With the Greater City rebuilt by private and public groups, here is a recurring community need that will stand out ever more clearly. The approach does not have to be dogmatic; rather, we can fit each new installation to the population involved.

We must throw our spotlight on the children of New York, enriching educational programs, with greater emphasis on the arts, and making clearer to parents and teachers and to the children themselves the simple principles of nutrition, sleep, and playtime. For child care is a public as well as a family function. School and playground, camp and museum, as well as home life, are the child's rights.

What often worries us all about the city is the lack of initiative, of creative amusements, dominated as we are by the lethargy of the motion picture and the ever-present sound of the radio. This need not be. More workshops, more little theatres, more trips to the country, more self-direction are all possible. And dancing especially — the foundation of the arts. I think of not the one, two, turn three, of our old dreaded dancing school days, but the creative rhythms of today where children gain a natural poise, dignity, and grace that thereafter mark all they do.

Eating together, like dancing, is also a hallmark of community life. At the family table, at the sacred meals of all religions—at parties, if you will—people attain that unity for which there is no mechanical substitute.

Fellowship: the Highest Art

When we rebuild our city, our country, our world—as we believe we can and must for our material prosperity—when we replan our neighborhoods, when we open new doors for our children in whose hands the future rests, it will all be in vain unless we rebuild our human fellowship, imperiled as it is by suspicion and poisoned by hate.

Of all the sins we might all jointly confess, the sin of hatred against our brothers is the most grievous. Love alone, not the maudlin emotion of the sentimentalist, nor the selfish desire of the egotist, but the love that recognizes the divine in every person and so serves him with reverence, can conquer the wave of suspicion and hate that now poison many minds the world over—and here, too, in America. It is up to all of us to learn humbly, to live generously and patiently, and to praise God unceasingly for the gift of life and its endless vista of hope for all mankind.

Ideas and systems and institutions, whether from the left or the right, may sacrifice the people they dominate. Institutions can win our respect and love not for themselves but only as they serve living, breathing people by furthering their happiness and the fulfillment of all their powers. It is in our neighborhoods, yours and mine, that the practice of democracy, the building of human fellowship, must begin.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

HERE IN WASHINGTON

ONE OF THE MOST IMPORTANT reports out of Washington this year (and perhaps in many years) is "Science and Public Policy" by John R. Steelman, Presidential Assistant.

Mr. Steelman, who heads the President's Scientific Research Board, proposes that by 1957 public and private outlays for advancing research should be at the rate of one percent of the national income, or an estimated $2,000,000,000 a year. He feels this is the minimum the United States should be spending in an age when the laboratory is a nation's first line of defense and scientists the indispensable men.

It will come as a shock to those who have been feeling quite cocky about the "invention" of the atom bomb and other gadgets to hear that this country is lagging seriously in basic research. In the past, the report points out, "we have imported our theories from abroad and concentrated on application to concrete and immediate problems . . . as in the case of the atom bomb." Now, with the laboratories of Europe in a blackout, this is no longer possible. In other words, we are going to have to do our thinking from scratch, and unless we start

doing it double quick there is more than an even chance we will be numbered in a few short years (or months) among the backward nations as far as the scientific facts of life are concerned.

The report urges the immediate creation of a National Science Foundation as the keystone of a national science policy, with a director responsible to the President. This last suggestion would eliminate one of President Truman's chief objections to the bill passed during the closing days of the first session of the present Congress. The research board itself recognized this as a fundamental weakness in the vetoed bill.

It is expected that President Truman in his first message to the regular session of Congress, in January, will place particular stress upon the importance of immediate action on the Steelman report.

✦ ✦ ✦

VETERANS ENROLLMENT IN school and on-the-job training this autumn has jumped to something over 2,000,000 and the Veterans Administration anticipates it will reach 3,000,000 by spring. The increase (it was about 1,750,000 last year) is attributed partly to the fact that many of those who could not enroll last year are being taken care of now through increased facilities.

✦ ✦ ✦

CHANCES FOR ANY WELFARE legislation in 1948 seem to be exactly *nil*. In one of his recent western speeches Senator Robert A. Taft, who is running the show in the Senate, said very frankly that the 80th Congress would be very loath to pass any such legislation so long as the "initial setting up [of the programs] is assumed by the present Administration."

As a matter of fact, the 80th Congress in its second session will have very little time to concentrate on any long range domestic programs. Much of its time of necessity will be given over to international affairs, and the nominating conventions in midsummer and the elections in the fall will be major concerns. Well, there just aren't enough days in a month or months in a year to get all that done. This is not just a run of the mill election. Its importance is recognized by every member of Congress and in both parties.

President Truman will renew his requests for expanded programs of social security, education, health, and housing, but unless international complications subside even he will not have time to push them energetically.

✦ ✦ ✦

THE RETAIL TRADE IS DISMAYED over the collapse of the boom expected from the cashing of terminal leave bonds. In some spots there was a slight spurt in buying but it was very, very slight. In others, the boom completely failed to materialize, and this in spite of heavy advertising urging the veterans not to "squander" their bond money but to invest it in a new fur coat for the little woman or a tempting bargain in a used car.

A goodly number of the veterans interviewed on the day the bonds were cashable said they were using the money to pay hospital or doctor bills for the family. In one Washington paper, the average was four out of six. Others merely said to pay bills.

✦ ✦ ✦

THE WAR ASSETS ADMINISTRATION would like very much to interest schools in a few items for which it has bulging inventories and little chance of selling. Textbooks are one. These are the books used by the military services and U. S. Armed Forces Institute and most of them are standard editions.

Altogether, War Assets has something over 3,000,000 of them and unless the schools move in they will

be sold to book dealers and for waste paper. In the light of the current shortage in textbooks, it would seem absurd to let them go to either.

Schools with GI programs can get the books for nothing and those without at a 95 percent discount of what WAA calls fair value. In the end, the latter amounts to very little more than the first.

✦ ✦ ✦

ATTEMPTS TO LAY THE BLAME for high prices on the other fellow (especially if he happens to differ with you politically) have reached the point where one reputable and widely read magazine on world affairs declares it is all a plot on the part of the State Department to squeeze bigger appropriations out of Congress. The department, it solemnly states, has raised the bogey of food shortages for this purpose, and the result—high prices.

Pierre Salinger

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

THE COMMON WELFARE

Blueprint for Middletown

Since the late Twenties, the anonymous "Middletown" of Robert and Helen Lynd's sociological examination of urban life has served in good stead for any characterization of the typical patterns of American community life and times. For the people of countless other communities, seeing themselves mirrored in its reflection, it has come to typify the common denominator of urban living.

The modern Middletown has at least one advantage over that of two decades ago. Yesterday's Middletown had a handful of private "charities," a county "poorfarm," and other elementary welfare, health, and recreation services. But today, in hundreds of communities, varied groups of agencies, departments, and institutions work to help the "Middletownites" achieve a greater measure of security, good health, and social satisfaction.

If, in one of these towns, the local chamber of commerce boasts a quarter million population, it is a safe guess that some one hundred different government and private agencies are spending, for this ultimate goal, somewhere between six and eight million dollars, drawn mainly from three sources—taxes, contributions, fees and charges paid directly by the users. It is also safe to guess that each year these "users" include from two thirds to three quarters of Middletown's families.

The manifold specialized services at the disposal of today's Middletownites have grown up like Topsy. Particular agencies were organized to meet particular needs at particular times. The composite effect is almost as if the hundreds of special parts of an automobile were piled in a heap with no master plan for putting them together. Financial waste and, more important, waste of human resources, are the results. Middletown has most of the *parts* needed, but it is still seeking guiding principles for putting them together to serve the *whole* person and the *whole* community.

Community Surveys, Inc.

To draw up a blueprint for Middletown's guidance in planning the development of its welfare, health, and recreation services is the central purpose of a three-year research project by Community Surveys, Inc., made possible by a special appropriation from The Grant Foundation.

Bradley Buell, for the past four years executive editor of *Survey Midmonthly*, is resigning to give full time to the direction of the project. Our regret over this editorial loss is counterbalanced by our recognition of the unique experience which he brings to this over-all approach to the multiple values of our modern humanitarian services. The accumulated knowledge from social studies and surveys made under his general direction in over a hundred different American communities, firsthand acquaintance with many other cities from coast to coast, a long familiarity with the content and methodologies of social work's major fields and specialties, are among the assets of a rich professional background.

Bachrach

Bradley Buell

Madeline Berry, associate director of the project, likewise brings to it many years of experience in social research, community planning, and the direction of various local and national projects.

Cooperating in the project will be the team of specialists comprising Community Surveys, Inc., who have worked together for nearly a dozen years, either separately or collectively participating in most of the significant studies of this period. These include Roy Sorenson, Carl E. Buck, A. A. Heckman, Ira V. Hiscock, Conrad Van Hyning, Reginald Robinson, Thomas Devine, and others.

Mr. Buell assumes his new duties November 1, and in the months ahead *Survey Midmonthly*, on behalf of its readers, is staking a prior claim to further news of detailed plans and anticipated new materials. The plan for research will be built around four major human needs which represent the over-all goal of adequate community service: *the need for reasonable economic security, the need for good health, the need for socialized adjustment and behavior, the need for satisfying leisure opportunities.* The skills of these "social architects" will be focused on careful measurement of these needs, effective organization of the many specialized services available to meet them, as well as special attention to practical questions of coordination, administration, and finance.

Present and Future

An architect knows full well that his initial blueprint will go through many stages, that changes will be introduced by himself, his clients, or by practical necessities. So, too, will the "blueprint for Middletown" see successive stages, not only during the three-year life of this research project, but also in years to come as knowledge of human needs deepens and professional skill increases its capacity.

But the outcome of this comprehensive research should have immediate value to the men and women in local communities, at state capitols, in national and federal headquarters who daily make practical decisions which vitally affect the kind and quality of service rendered to the families of America's Middletowns.

And beyond those of first-line responsibility are a far-flung group of people from whom demand steadily has been mounting—demand for a simpler, more unified approach to the developments of our community services: taxpayers and contributors want to know why they have to support so many and such expensive agencies. Agency board members look for something which can help extricate them from confusing and frustrating competition. Specialists are realizing that the full value of their own service to

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

people is being lost because it is not synchronized practically with that of other specialists.

Perhaps it is not too much to hope that the results of this project will be an important step toward the more orderly guidance of the tremendous effort to compensate for the stresses and strains of modern living.

Courage, Well Documented

If one phrase could synthesize the spirit of those who assembled on the Princeton Campus last month, for a two-day National Conference on Local Health Units under the auspices of the American Public Health Association, the above might do it. For the purpose was no less than to give impetus to a movement to reorganize part of our complex but deeply embedded local governmental structure in the interests of adequate public health service for every person in the United States.

Moreover, no one proposed that this be done through the device of a federal plan launched and subsidized from Washington. The assumption throughout was that the necessary consolidation of local administrative units, and the extension of service to areas now uncovered, must come as the result of education and persuasion at the grass roots, by the independent action of city councils, county commissioners, and state legislatures. There seemed, it may be not irrelevant to report, no lack of faith in the possibility of ultimate progress by this slow and democratic method.

The more than 100 delegates, whose presence from every section of the country was made possible by a grant from the Kellogg Foundation, were a well chosen mixture of professional experts and lay leaders from upwards of seventy organizations with vast resources to inform and mold public opinion. Delegates from such groups as the American Farm Bureau Federation, the U. S. Chamber of Commerce, the National CIO and AFL, International Rotary and Kiwanis, and the National Congress of Parents and Teachers, joined with those from many national voluntary agencies in the field of health to represent more than 50,000 organized local groups.

For two days everyone drew courage and inspiration from an abundant and convincing documentation of need, tested standards of administration, proved methods of enlisting public interest. In his opening keynote, Dr. Haven Emerson drew heavily from the facts and recommendations of the national survey of local public health administration made two years ago under his direction and financed and published by the Commonwealth Fund. (See "Attainable Goal," *Survey Midmonthly*, December 1945, page 329.) Eighteen thousand different local political jurisdictions in the United States now, in theory at least, have some responsibilities for the public health. One result is that 40,000,000 people are living in communities with either no local public health service at all or meager service administered by part time, inexperienced, or untrained health officers. Worked out in practical detail, state by state, this study showed how the country could be served by 1,197 units of local health administration. With few exceptions no unit would be set up to serve an area of less than 50,000 population.

An expenditure of $1 per capita was determined as the minimum necessary to finance the major functions of each health department, including, most importantly, a full time, trained public health administrator. Ways and means of combining city and county units, establishing multiple county units by consolidating services for two or more adjacent counties, of meeting the need for trained personnel, of developing the many special phases of a well rounded public health program were supported by a wealth of data and expert experience.

Accounts from the field by Dr. Florence Sabin, George Nelbach, Mrs. O. L. Webb, and others, dramatically illustrated what can happen when laymen and professionals join forces.

By unanimous resolution the delegates agreed to go back and put their varied organizational wheels in motion toward a common goal of adequate public health service for everybody.

Rizzola Photo Service

Thomas Devine

To the *Survey* family, there is special satisfaction in announcing that the *Midmonthly's* editorial pen, dropped in favor of "Middletown" by Bradley Buell, is taken up, with this issue, by Thomas Devine. The son of Edward T. Devine, distinguished leader of social work's pioneer days, whose work as the first editor of *Survey* was so largely responsible for much of the quality which we covet, Mr. Devine brings a rare social viewpoint into the *Survey* orbit. For his philosophy combines the influences drawn from the atmosphere of his early home life, and the astute judgment and social wisdom which springs from his own varied professional experience in the broad and complex field which social work has become.

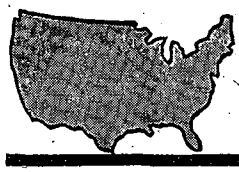
Educated at Columbia University and Cornell College, Iowa, Mr. Devine carried out overseas assignments in France and Russia during World War I. Came the peace, and during the boom of the Twenties, as well as the depression of the Thirties, as director of community chests in Memphis, Jacksonville, Grand Rapids, and Yonkers, N. Y., he helped these cities move toward better financed and better-organized welfare programs.

Shortly after Pearl Harbor, he went to the Office of Civilian Defense in Washington, eventually becoming chief of the Civilian War Services branch. There he was responsible, working against odds which only those who know Washington in wartime can appreciate, for hammering out a pattern which local defense councils could follow in the mobilization of millions of citizen volunteers in a single yet enormously complicated endeavor. Following demobilization of OCD, Mr. Devine went to the Federal Security Agency, there to head up the work of the Social Protection Division until discontinued in 1946.

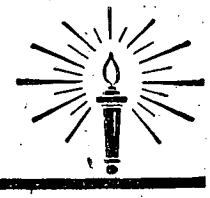
During the past dozen years he has directed many local community surveys, working with specialists in the clinical experience of observing and assessing the assets and liabilities of community welfare programs.

Though his *Survey* post will draw most heavily on Mr. Devine's experience in shaping his own and other people's ideas and materials for the long range purpose of better welfare services in the communities of this country, his deft touch as administrator and organizer will not go unused. For, as executive editor, he will play an active part in Survey Associates' future ventures into promotion of circulation and membership. In this issue, he chooses, by way of an exclusive interview with Oscar Ewing (see page 274), to make his bow to the *Midmonthly* audience as a reporter.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



THE COUNTRY OVER



Public Welfare in the States

APPROPRIATIONS

Appropriations in *Illinois* for public aid and administration—$212,957,870 (including an estimated federal share of $89,939,972)—were higher by over $21,000,000 than those of two years ago. However, according to the July *Public Aid in Illinois,* in terms of purchasing power the money is "sufficient only to maintain services at present levels, with little if any leeway for meeting possible increases in cost or for improving services." The appropriation for OAA—$124,500,000—was made with the written understanding that a deficiency appropriation may be necessary after April 1, 1949.

The Texas Social Welfare Association achieved one of the major objectives of its legislative campaign with the increase in the ADC appropriation from $1,500,000 to $3,000,000. The *Texas* legislature also increased the State Department of Public Welfare's assistance appropriation from $28,720,000 to $35,000,000, the constitutional limit, and granted substantial increases in aid to the aged, aid to the blind, and child welfare programs. However, the constitutional ceiling, points out the *Community Welfare News* of the San Antonio Community Chest, "still holds welfare grants in Texas below the prevailing average of other states."

Appropriations in *Pennsylvania* made "more adequate provision" for the administration of the departments of Health, of Welfare, and of Public Assistance, according to the June *P.C.A. Herald,* publication of the Public Charities Association of Pennsylvania, which reports that a substantial part of the increased funds will be used for salary increases, as well as for urgently needed new staff.

In *North Carolina,* also, increased appropriations make possible the employment of additional personnel.

The *Tennessee* legislature substantially increased benefits under the ADC, OAA, and indigent blind programs.

The *Oregon* legislature cut the welfare budget by $8,000,000. As a consequence, the monthly OAA grant has been lowered and relief expenditures sharply reduced, although grants for the blind and for ADC will be continued at the present rate.

New *Washington* legislation, requiring that all grants be paid on "a basis of availability of funds" in each quarter, necessitated a reduction in monthly OAA payments from $53.20 to about $50. According to the Tacoma *News-Tribune* this reduction was justified because "the liberal welfare provisions of Washington . . . are attracting elderly people from all over the country."

The *Arizona* legislature voted a reduced budget for the State Board of Social Security and Welfare, making it necessary for the board to cut its administrative staff. Commented the Phoenix *Times*: "The cards were stacked against Arizona's unfortunates. . . . The welfare board should continue to dispense aid according to need. . . . Then when the money runs out, it will be up to the legislature to provide more."

ADMINISTRATION

A new law in *Wisconsin* codifies into one chapter public welfare provisions previously scattered through two separate chapters. Another measure, which was recommended by the legislature's interim committee on public welfare laws, clarifies and strengthens the powers and functions of the State Department of Public Welfare in the field of preventive public welfare services.

In *New Jersey,* a new measure clarifies previous statutes and eliminates duplications and inconsistencies.

In *Illinois,* however, a proposed Public Assistance Code of Illinois, which had passed the Senate without a dissenting vote, was killed in the House. It had been prepared after two years of careful study by the Code Commission created by the 64th Illinois General Assembly, in consultation with the City Club, the Illinois Public Aid Commission, and other interested groups. Its provisions included modernizing the terminology used in public welfare administration; consolidating separate statutes; repealing the 1874 Pauper Act and modernizing public assistance; and eliminating citizenship requirements from public assistance statutes.

An article in the July *Public Aid in Illinois,* commenting on the failure of the code bill as well as of several other important bills, points out that conflicting views as to basic public welfare philosophy and direction as well as economy were factors in the voting at this session. It recommends that the intervening years of the next biennium be used for a reexamination of basic philosophy and of the job social workers are doing in interpreting their work to the public.

This assembly did set up a public assistance commission to investigate the administration of the OAA, ADC, blind and public assistance programs, to determine the need for remedial legislation. It also created a commission to consolidate and coordinate the administration of the child welfare functions of the state.

In *Pennsylvania,* also, proposals for the reorganization and modernization of the state's welfare services through a redistribution of the functions of the State Department of Welfare failed to pass. These proposals, embodied in five companion bills, would have provided for a transfer of certain health services (including the supervision of state aid for private hospitals and the administration of the ten state-owned general hospitals), from the Department of Welfare to the Department of Health; the creation of a new State Department of Mental Health and of a separate State Department of Corrections; a combination of the remaining functions of the Department of Welfare—chiefly child welfare services and services to the blind—with the functions of the Department of Public Assistance; and a similar combination of public assistance and child welfare in the counties of the state. Defeat of this legislation was characterized by the June *P.C.A.*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

Herald as a "major failure" of the session.

Vermont abolished its Public Welfare Department and created Departments of Social Service and Institutions, including old age assistance.

The *New York* legislature continued the work of the Joint Legislative Committee on Interstate Cooperation with an appropriation of $50,000. Its special subcommittee on social welfare and relief will continue its work through the subcommittees on adult institutional care, child welfare, and hospitalization.

In *Massachusetts,* the legislature by resolution set up an unpaid special commission to study and revise public welfare laws. The commission is also to consider the question of the Department of Welfare's licensing of boarding homes for the aged.

OLD AGE ASSISTANCE

New legislation in *Indiana* liberalizes and clarifies the old age assistance laws. The maximum monthly award for OAA, exclusive of medical care, was increased from $40 to $45, and the added provision was made that any higher federal maximum resulting from amendments to the federal Social Security Act must be complied with. The new law also makes it mandatory rather than permissive for counties to furnish necessary medical aid to OAA clients. An amendment to the Welfare Act removes as unworkable a former provision requiring OAA recipients to file a certificate of condition every six months.

Indiana has reinstituted the lien and recovery provisions of the Welfare Act which were repealed in 1941. The measure requires OAA recipients who hold property to sign an agreement under which the money granted them may be recovered from their estates after death. No action to recover will be taken during the lifetime of a surviving spouse.

According to the May *Public Welfare in Indiana,* "such a lien tends to prevent children who failed to support aged parents from profiting as heirs by such failure, and eliminates many applications for old age assistance by persons not actually in need." The law has already saved about $175,000 a month according to this report. Approximately 10 percent or 6,000 of the OAA recipients on the rolls at the time the law became effective on May 1, were unwilling to sign the lien, thus terminating their assistance.

Another new Indiana law sets up a civil procedure by which children can be forced to support their dependent parents when they are financially able to do so. Action may be taken in civil court by the parent or parents or by a local welfare official, in such cases, and the findings of the court are enforceable in the same manner as in divorce proceedings.

Other new legislation in Indiana broadens the program of county charitable institutions, to help meet the increasing demand for facilities to care for the aged and the chronically ill. Under the measure, which is similar to legislation enacted in Illinois in 1945, county institutions, which are to be known as "county homes," may accept for care people who enter voluntarily and who can pay part or all of their expenses.

The law also provides that recipients of welfare grants may enter these institutions voluntarily, and retain their grants to pay for their care, if the institution meets the standards of the State Department of Public Welfare. Under present federal law, OAA recipients may enter these homes for temporary or emergency care without losing eligibility for their grants, but cannot use their grants to pay for permanent residence. Recipients of blind assistance, which is given under a state program, may use their grants for either temporary or permanent care in these homes.

In *Oklahoma,* Governor Turner pocket vetoed a bill which would have provided a $50 monthly grant for OAA. He declared that the "bill conflicted with sound business practices."

Oregon cut the OAA grant from $45 to $40 a month. Another new measure makes it impossible for applicants for OAA to transfer their property to relatives or other persons in order to establish eligibility.

The *New York* legislature adopted a resolution requesting the state commissioner of social welfare to make a study of the most practical method of revising upward the amounts granted for OAA, to meet the increased cost of living.

Michigan and *Connecticut* have increased maximum monthly OAA payments from $40 to $45.

Minnesota raised this grant from $40 to $50, with the provision that the $50 maximum is to revert to $40 on March 31, 1951. The law also provides that general relief may be granted, when necessary, to an OAA recipient, and another measure provides that when an OAA recipient moves to another county in the state, the county originally granting the assistance is to continue to pay it.

California increased its old age pension rate from $55 to $60 a month. If the federal Social Security Act is changed to make additional money available, a $65 payment is possible under the law.

DEPENDENT CHILDREN

Minnesota has raised the maximum monthly grant for ADC from $40 for the first child, $15 for the second, and $12 for each additional child, to $50, $20, and $15 respectively, to extend until 1951.

In *Indiana,* the ADC maximum has been raised from $20 to $35 for a single child. If there is more than one child in the family, the maximum for the first is $30, for the second $18, and $15 for each additional child. These maxima may be increased to take advantage of any changes in the federal Social Security Act. The law provides that "all needs essential to the well-being of the child" are to be taken into consideration in determining the amount of assistance. Each county is required to submit a plan for necessary medical care for these children.

The *California* legislature has increased the maximum monthly grant for needy children to $72 for the first child in a family, and $36 for each additional child. Another measure liberalizes the definition of a "needy child."

In *Delaware,* A. Bernice Quimby, executive director of the State Board of Welfare, resigned in June as a result of restrictions placed on ADC by the budget appropriations of the General Assembly. She declared that the agency was "not meeting its responsibilities in the care of children" and that 290 children were being denied assistance at that time.

Under a new *Wisconsin* law, dependent children placed in a licensed foster home by a juvenile court or other county agency are eligible for ADC benefits. This measure was actively supported by the Wisconsin Welfare Council and by the legislature's joint interim committee on juvenile delinquency. According to the June *Wisconsin Welfare Council,* it will eliminate duplications in the state program for children, reduce the

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

heavy caseload of dependent children under temporary commitment to the State Public School at Sparta, and result in the addition of child welfare workers to the staffs of county welfare departments. Another measure changed the name of the State Public School at Sparta to the Wisconsin Child Center, and clarified the right to place in foster homes children temporarily committed to the institution.

The legislature also gave to county welfare departments full authority in the field of child welfare, including the right to license foster homes.

A new *Indiana* law changes the eligibility requirements for ADC to provide that a child is eligible for aid if the mother has lived in the state for at least one year immediately preceding application. The amendment also eliminates a former provision that the child be living in a suitable family home, making it possible for assistance to be granted if the child is living with relatives or in any home which complies with federal eligibilities requirements. This change was made, according to the May *Welfare in Indiana,* "because it was found in practice that a grant of assistance in many cases might make it possible to make the home suitable. A denial of aid to the child because of his environment did not improve the situation or meet the needs of the child."

Minnesota has amended the eligibility requirements for ADC. A parent is to be considered "continually absent from the home" if he has been absent for a month without supporting his child, if reasonable efforts have been made to find him, and a warrant has been issued for his arrest on the charge of abandonment.

A new law in *New York* permits a public welfare official to make an ADC grant payable to an incapacitated father living at home. Previously, an incapacitated parent's needs were included in the grant if he lived in the home, but there was no choice under the law but to make the grant payable to the other parent.

THE BLIND

Indiana has increased the maximum monthly grant for blind assistance from $40 to $45, not including medical care. The law also provides for increasing the grant to take advantage of any future changes in the federal law, making additional federal money available.

In *Illinois* the maximum has been raised from $40 to $50 a month.

The *Pennsylvania* legislature has increased appropriations for the treatment of the blind and authorized the State Council for the Blind to furnish medical, training, and employment services for these people. Another law raised the maximum annual combined income and blind pension from $1,200 to $1,596.

A new *Massachusetts* law permits the director of the division of the blind to provide medical care for the blind.

In *California,* a recipient of blind aid may own up to $3,500 worth of property rather than $3,000 as previously.

Indiana now provides that male blind persons as well as female are eligible for blind assistance at eighteen. Formerly, the law required that male recipients be twenty-one years of age. In this state a needy child under eighteen is now eligible for temporary assistance to restore eyesight or to prevent blindness, whether or not the child is blind as defined in the act covering blind assistance.

The *Illinois* legislature unintentionally restored a minimum age of eighteen as a qualification for blind assistance, making necessary the withdrawal of aid from a number of needy blind children previously aided under the blind assistance program.

Eighteen is also the minimum age for this assistance in *Minnesota.* The residence requirement was reduced to one year immediately preceding application for aid. Another measure provides that sums received by members or dependents of a recipient's family are not to be taken into consideration in determining the amount needed for his support. A reasonable amount, not to exceed $100, is to be paid for burial expenses. Under another new law, the state may lease, rent free to the director of social welfare, space in any public building for vending stands for the rehabilitation of the blind and visually handicapped.

In *Wisconsin,* a new measure revising the state welfare laws, creates a division of the blind in the State Welfare Department. The new law also provides that state aid to the blind is to be on the basis of need, but cannot be double the amount of the federal government's share.

World Health

The Interim Commission of the World Health Organization, appointed to carry on functions which could not await the formal action of governments, met at the Palais des Nations in Geneva, Switzerland, early in September. Representatives of fifteen nations were present to carry out their obligations of charting the WHO program for the coming months.

Activities at this session, the fourth held since the International Health Conference in New York City during the summer of 1946, centered on (1) charting new aggressive action against such worldwide public health problems as tuberculosis, venereal disease, influenza, and malaria and (2) planning for the First World Health Assembly which will be held in the Western Hemisphere, probably next spring or summer. Up to October 1, seventeen members of the United Nations had ratified the WHO Constitution. The additional nine ratifications needed before the first World Health Assembly can be held are expected before the end of the year.

Since tuberculosis has assumed epidemic proportions in some countries, the health representatives agreed to send small demonstration teams to those countries asking for assistance in order to initiate intensive programs of BCG vaccination. BCG has been used widely in some countries to prevent tuberculosis, and it was agreed that this information should be made available to all peoples desiring it.

To evaluate and standardize uses of the relatively new antibiotic streptomycin in treating tuberculosis, an early conference of international experts with practical experience in this work was scheduled.

A long range anti-tuberculosis program to be presented to the First World Health Assembly was deferred until the next Interim Commission session.

A technical committee of venereal disease experts was authorized after the representatives were told that syphilis and gonorrhea increased in alarming proportions during and after World War II. A report to the Interim Commission said that penicillin offered some countries "a future pos-

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

sibility in control of syphilis and gonorrhea," but the drug is not yet available in sufficient quantities to permit worldwide control.

To help combat or prevent another worldwide influenza epidemic such as took place in 1918 and 1919, an international influenza center in England was authorized. An offer by Dr. Thomas Parran, Surgeon General of the U. S. Public Health Service, to make available the National Institute of Health in Bethesda, Maryland, as an influenza laboratory, was accepted.

The second meeting of the Expert Committee on Malaria was authorized, to be held in Washington in May, 1948, during the Fourth International Congresses on Malaria and on Tropical Medicine so that other international specialists might contribute information. Sections of the Expert Committee's report cited new anti-malarials and DDT as "weapons of great practical value." The report said that DDT at last seemed to offer a relatively cheap means for controlling this major disease menace.

The First World Health Assembly will be held in the Western Hemisphere, with the final selection of a definite site left to the Interim Commission Chairman, Dr. Andrija Stampar. The World Health Assembly must be held within six months after the twenty-sixth member of the United Nations ratifies the WHO Constitution. The seventeen members of the United Nations that have approved the WHO Constitution include Canada, China, Ethiopia, Haiti, Iran, Iraq, Liberia, The Netherlands, New Zealand, Norway, Saudi Arabia, Siam, Sweden, Syria, Turkey, the United Kingdom, and the Union of South Africa.

Reports during this session at Geneva indicated that ratifications might be expected within a few months from Yugoslavia, Brazil, France, and Denmark, and that the United States and India probably would act by early 1948.

To carry on the necessary work of protecting the health of the globe, the Interim Commission approved a 1948 budget of $1,528,324 for its general fund. In addition, $1,500,000 from the United Nations Relief and Rehabilitation Administration (UNRRA) residual funds will finance a field services program, with such items as approximately 200 fellowships for doctors, nurses, and public health specialists to study recent advances in practices outside their native lands; field missions of international experts to countries asking for outside assistance in setting up and managing medical and health programs; and financial aid to war-devastated countries for rebuilding their medical libraries.

Professional

Groupwork makes a good accounting of itself in "Toward Professional Standards," a collection of outstanding papers in the field during 1945 and 1946, published this summer by the American Association of Group Workers. As the title indicates, a primary emphasis is on professional stock-taking. Papers by Nathan Cohen, Grace Coyle, and Gertrude Wilson reflect the efforts of groupwork to hammer out concepts of a body of knowledge and skills basic to the practice of groupwork, trends in professional education, the testing of an accumulated body of knowledge and an examination of professional consciousness.

Research, rated as a prime interest in a 1945 survey of groupworkers, is reported on by Alvin Zander. The beginnings of psychiatric groupwork are imaginatively recorded by Gisela Konopka. Recording, work with individuals, intercultural work, supervision—all are discussed by competent authors in terms of the groupwork method. A historical note is added through Charles Hendry's informal recollections of the important people and events which made up the first ten years experience of the American Association for the Study of Group Work, given at the Buffalo Conference of Social Work in 1946.

Special quantity rates, or $1.50 for single copies, from the American Association of Group Workers, 134 East 56 Street, New York 22.

Scholarships

Nine one-year scholarships of $1,000 each have been set up for students interested in professional education in the field of sight conservation and the prevention of blindness, by the National Society for the Prevention of Blindness.

The scholarships, open to both blind and sighted students, will cover a second year of education in medical social work. Qualifications include: "Satisfactory completion of one year in an accredited school of social work, minimum age of 23 years . . . and availability for employment anywhere in the United States." Application blanks may be secured from the society at 1790 Broadway, New York 19.

The National Foundation for Infantile Paralysis has also made available scholarships for medical social workers, according to the July *Bulletin* from the American Association of Medical Social Workers. A grant of $100,000 has been allocated to this end, to be administered by the foundation with an advisory committee appointed by the president of the association. Information explaining the terms of scholarships and application blanks may be obtained from the foundation, 120 Broadway, New York 5.

Opportunity

The Missouri State Department of Public Health and Welfare has announced open competitive examinations for child welfare consultants and child welfare workers. Applications will be accepted until May 30, 1948. The examinations will be unassembled, consisting of a rating for education and experience and an oral interview. A two years residence in Missouri prior to filing an application is required. Application blanks may be secured from the department, 630 Jefferson, Jefferson City, Mo.

Casework Trends

The Social Casework Council of the National Social Welfare Assembly is sponsoring a study of social casework trends and developments during the past twenty-five years, the July *Compass* reports. The study was recommended by a special advisory group which met in May at the Russell Sage Foundation.

The group pointed out that no extensive study of casework has been undertaken since the Milford Conference, the results of which were published by the American Association of Social Workers in 1929. As envisaged, the new study will examine the apparent "differences" in social casework philosophy and methods which have developed, and identify common goals and practices.

Report

The California State Board of Social Work Examiners report that there were 109 candidates for the 1947 examinations, given on September 6. Analysis of this group showed that 55 had completed two years of graduate

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

study in approved schools of social work, 31 of these having received master's degrees. Fifty-four of the applicants had completed one year of full time graduate study, the minimum qualification for the examination. The large majority of the group had taken their social work training since 1940. Candidates had studied at twenty-three schools of social work.

Sixty-eight of the group had lived in California less than five years. Only 15 percent were native-born Californians. The board reports that many letters of inquiry have been received from social workers in the East and Middle West.

New Curricula

The University of Notre Dame has set up a new curriculum in correctional administration to prepare sudents for probation, parole, and correctional institution service. The course will involve one year of residence training and six months internship leading to a master's degree in sociology. Directing the new curriculum is Hugh P. O'Brien, formerly administrative assistant of the New York State Division of Parole.

The Graduate School of Social Work of the University of Southern California now has a specialization in psychiatric social work.

Fordham University School of Social Work is offering a major curriculum in groupwork. In announcing the new course, Anna M. King, dean of the school, pointed out the growing weight being given to guided group experience in the handling of both juvenile and adult social problems. Cooperating with the school's program are fourteen New York welfare agencies and settlement houses, Catholic and non-Catholic.

More "Testing"

Evidence of results from rehabilitation service to TB patients is deduced from comparison of two studies cited in the August *Journal of Rehabilitation*: 31 percent of cases discharged from seventy-five sanitoria in 1933 were found to have died, 26 percent to have suffered one or more further breakdowns. Of a special group of cases discharged in 1933-35, which had received rehabilitative service, only 3 percent had died, and only 9 percent suffered further breakdown.

Change of Name

The Society of Recreation Workers of America has changed its official name to American Recreation Society. Harold Meyer, director of the North Carolina Recreation Commission, succeeds Milo Christianson, recreation superintendent of the District of Columbia, as president.

People and Things

To implement government efforts toward a solution of the problem of displaced persons in Europe, President Truman in August transferred Ugo Carusi from his post as Commissioner of Immigration and Naturalization, in the Department of Justice, to a new post in the State Department. To the same end, the President transferred Watson B. Miller, from his job as Federal Security Administrator, to replace Mr. Carusi in the Department of Justice, a post which also involves many "critical issues" relating to the DP situation, according to the President. (See page 265.)

Formally designated special assistant to Charles E. Saltzman, new Assistant Secretary of State for Occupied Areas, Mr. Carusi will make a complete survey of all phases of the displaced persons problem, including resettlement. He will also administer the Presidential Directive of December 22, 1943, directing the Secretary of State and other interested officials to "expedite the quota immigration of displaced persons"; and will study the operations of the newly formed International Refugee Organization.

Extension

A seventeen-man Citizen's Advisory Council has been named by Senator Eugene D. Millikin, chairman of the Senate Finance Committee, to study possible expansion of the government's social security program. Congress authorized the study by resolution during the recent session, appropriating $25,000 for the work.

The council is to make a "full and complete investigation" of social security and the various proposals advanced for enlarging the present program, and to report to the Senate Finance Committee at the next session.

According to *The New York Times*, it has been estimated that two out of five persons earning wages in the United States—about 32,000,000—are not now covered by social security.

Edward R. Stettinius, Jr., former Secretary of State, has been named chairman of the council. Other members include Frank Bane, executive director of the Council of State Governments; Nelson H. Cruikshank, director of social insurance activities for the American Federation of Labor; Dr. Florence Sabin, scientist; M. Albert Linton, president of the Provident Mutual Life Insurance Company, and William I. Myers, dean of the New York State College of Agriculture.

Honored

Joel D. Hunter has retired after twenty-eight years of service as general superintendent of the United Charities of Chicago. In recognition of his distinguished service, the United Charities building at 123 Madison will be known as the Joel Hunter Building. The announcement was made at a reception given in his honor in September, at which Edward D. McDougal, Jr., president of the agency's board of directors, cited major developments in the agency's program of service under Mr. Hunter's leadership.

Helen Cody Baker, writing in tribute to his work in the Chicago *Daily News*, points to the steady growth in public housing in which he believed; the honest enforcement of good public welfare laws which he helped frame and promote; the increased protection of minority rights.

At the time of his retirement, Mr. Hunter's activities included membership on the board of the Chicago Council of Social Agencies and Community Fund, the Chicago Metropolitan Housing Council, the Public Assistance Laws Commission, the Citizens Committee on Displaced Persons. He is the author of numerous papers on social welfare subjects.

Public Service

A. A. Heckman, general secretary of the Family Service of St. Paul, has been appointed to the St. Paul city charter commission. Mr. Heckman was selected for this post by the Ramsey County district judges, because of his activity in public agency work during the past fifteen years. He has served as general secretary of the United Charities, as director of the combined public and private welfare agency work during the depression, and

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

recently as supervisor of the family welfare department of the Ramsey County welfare board.

National Post

The National Social Welfare Assembly announced last month the appointment of John H. Moore as assistant director. With prior experience as a council of social agencies executive in Kalamazoo, Chattanooga, Honolulu and other cities, Mr. Moore served as associate director and consultant on agency programs for the New York National War Fund until its discontinuance in 1946. More recently, he has been responsible for the direction of several special projects, including a survey of volunteer service in New York City and a study of national agency income, the latter under the auspices of a special committee of the assembly.

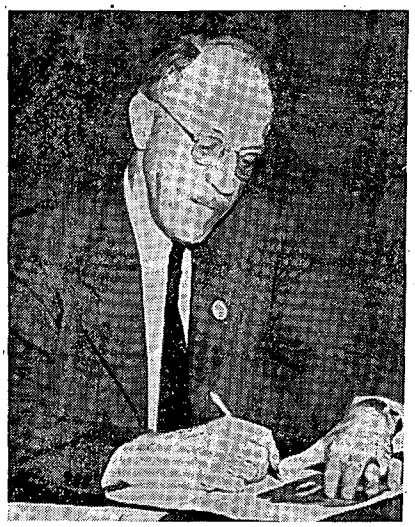
Retired

Tracy Copp, of Green Bay, Wisconsin, assistant director of the Federal Security Agency's office of vocational rehabilitation, retired on July 31. Miss Copp helped organize, in 1920, the nationwide program for disabled civilians which the office of vocational rehabilitation now carries on.

For twenty-three years Miss Copp spent the major part of the year traveling in thirteen midwestern states, helping to initiate and expand rehabilitation programs. Ohio legislators were so impressed with her efforts to improve the lot of handicapped men and women that they officially titled their state's acceptance act, the "Tracy Copp Act." She expects to continue working in her chosen field, as a volunteer.

New Jobs

George B. McKibbin, attorney and chairman of the Illinois Board of Public Welfare, has been appointed deputy director of internal affairs and communications of the American Military Government in Germany. His job will entail supervision there of educational and religious affairs, as well as denazification, police and fire protection, public health and welfare. Mr. McKibbin's distinguished record includes serving as president of the Civic Federation of Chicago and the Chicago Young Men's Christian Association, and as state director of finance. In 1946, he was cited by the Illinois Welfare Association for outstanding achievement and distinguished service in the field of social welfare.



Howard R. Knight

Howard R. Knight, general secretary of the National Conference of Social Work for the past twenty-one years, died suddenly at his home in Columbus, Ohio, on October 7, following a heart attack.

One of the best known and best loved personalities in the United States social work world, Mr. Knight was also prominent in international social work, having served as a U. S. delegate to the International Conference of Social Work many times and been secretary of the Conference for the past year. He had recently returned from Brussels where he had conferred with Dr. René Sand, president of the International Conference, in preparation for the Conference meeting to be held in Atlantic City next April.

Mr. Knight was born in Boston on June 23, 1889, and was educated at Tilton School in Massachusetts, Boston University, and New York University. From 1912 to 1916, he worked in the Department of Recreation at Russell Sage Foundation. Following this, he spent a year in YMCA work and four years as executive secretary of the Matinecock Neighborhood Association in Locust Valley, N. Y. During the year 1920-21 he was acting manager of the Insular Division of the American Red Cross in Washington. In 1921, he went to Ohio where he was on the staff of the Ohio Institute and executive secretary of the Ohio Welfare Conference. In 1926, he became secretary of the National Conference of Social Work.

Mr. Knight had, for years, edited the annual proceedings of the Conference, and had contributed to the Social Work Year Book on several occasions. He was the author of a number of booklets published by Russell Sage Foundation.

Dr. Herbert W. Kendall, president elect of the American Congress of Physical Medicine, has been named to head the University of Illinois' department of physical medicine, established last year. Dr. Kendall has just completed a Baruch fellowship for graduate study in physical medicine at the Mayo Clinic, Rochester (Minn.) and at the Massachusetts Institute of Technology. He has served as medical director of the Chicago Intensive Treatment Center of the U. S. Public Health Service.

Robert F. Nelson, assistant general superintendent of the United Charities of Chicago since 1946, has succeeded Joel D. Hunter as superintendent of that organization. Mr. Nelson was formerly executive secretary of the Indianapolis Family Service Association.

Emil McKee Sunley has been appointed director of the University of Denver School of Social Work, succeeding Florence Hutsinpillar who retired recently. Since 1939, Mr. Sunley has been serving as head of the department of social work at West Virginia University, and previously headed the graduate division of social administration at the University of Louisville.

C. F. McNeil has resigned from his job as director of personnel for Community Chests and Councils, Inc., to take over the directorship of the School of Social Administration at Ohio State University. He fills the post left vacant by the retirement of C. F. ("Pappy") Stillman, under whose guidance he once studied chest and council administration. Before coming to CCC in 1944, Mr. McNeil served as director of the chest and executive vice-president of the Community Welfare Council in Omaha.

Invitation

The National Society for Crippled Children and Adults invites interested people to attend its annual convention in Chicago at the LaSalle Hotel November 3—5. The first day's program will be built around the convention theme, "The Handicapped—a Great National Resource." Other sessions deal with rehabilitation in general and special problems of cerebral palsied.

Meeting

The National Committee for Mental Hygiene is holding its annual meeting November 12 and 13 in New York at the Hotel Pennsylvania. The

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

conference program of speeches followed by discussions will be centered around mental hygiene issues in preparing for world citizenship. Dr. Alan Gregg, a director of the Rockefeller Foundation, will address the annual luncheon on November 13 on the subject "The People's Platform."

Appointment

The Federal Council of Churches of Christ in America and the Foreign Missions Conference of North America have named James L. Fieser, former vice-chairman of the American Red Cross, to serve as executive director of their joint Committee for a Christian University in Japan. Although Japan has Christian educational institutions at the secondary and college levels, there are none of university rank combining medicine, the social sciences, and the humanities. As Mr. Fieser pointed out in his statement of acceptance, the committee will "concentrate upon plans for bringing into being this intellectual and Christian bridge between ourselves and the Japanese people."

Mr. Fieser served as vice-chairman of the American Red Cross for twenty-three years, and was instrumental in developing a number of outstanding programs such as the blood donor service, the Red Cross Home Service, and ARC work with the armed forces.

Public Affairs Pamphlets

The Public Affairs Committee, whose publications are frequently mentioned in these columns, has announced that the price of individual pamphlets is now twenty cents. Subscriptions for twelve issues are $1.50, and for twenty issues, $2. A special offer makes it possible to purchase a "library" of the sixty pamphlets now in print plus a subscription for fifteen forthcoming issues for $7. The committee is at 22 East 38 Street, New York 16.

More About Fund Raising

To the Editor: David L. Levine's reply to Basil O'Connor in *Survey Midmonthly* is interesting because it demonstrates again how little we know about how the other half lives. Your correspondent expresses "concern with what would happen, say, to a family service agency if the community chest is replaced by a fund-raising free-for-all."

Well, Mr. Levine, the City of New York has never been without that free-for-all. Yet a number of family agencies and more than 1,000 other agencies have managed to survive with varying degrees of success. It is a tough battle, to be sure. Someone is always liable to get hurt in the wild scramble for the dollar. The ethics of the game, on occasion, are not exactly what one might consider elevating. But it's lots of fun, even though it is all quite ridiculous.

The writer is for federated fund-raising as opposed to the present chaotic, extravagant and foolishly competitive methods prevailing in New York City. But he doubts if the organization of a community chest would bring about a better balance between needs and resources. If it couldn't do that we might as well go on having our present kind of fun.

For example, the Borough of Brooklyn, with a census of some 2,750,000, has about 36 percent of the total population of the Greater City. Manhattan has about 25 percent. In some areas of need Brooklyn may require proportionately fewer facilities than Manhattan, but in many it requires proportionately more. Yet, here is how it fares: In the private family service field, Brooklyn agencies are able to provide for only about 26 percent of the cases receiving such service in the entire city, whereas Manhattan provides 43 percent. Of the total cash relief distributed by the seven family agencies, Brooklyn organizations expend about 17 percent against Manhattan's 63 percent. Brooklyn has only 18 percent of the total day care units operated by voluntary agencies. Manhattan has 63 percent. Brooklyn has 60 recreation units under voluntary auspices as against Manhattan's 110. In practically every other area of need the disparity in facilities is equally as wide.

This crazy-quilt pattern of voluntary health and welfare facilities is so steeped in moss-covered traditions —economic, functional, geographic, secular and other "loyalties"—that it is not funny. Everyone agrees that if it were practicable to scrap the present picture and to start over fresh no man in his right senses would recreate the set-up we now have. But we have it, durn it, and Mr. Tennyson's brook flows merrily on, unperturbed by the droning sound of resolutions expressing deep sympathy and righteous indignation.

Why is not federated financing or a community chest the whole solution, Mr. Levine? Because it would simply magnify the present inequalities, unless a miracle should come to pass and there emerge from nowhere a degree and quality of social statesmanship which, if it exists, has not yet asserted itself.

Oldtimer

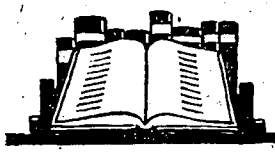
T. Arnold Hill, leader in social work among Negroes, died in Cleveland in August at the age of fifty-eight. Mr. Hill had worked with the National Urban League in various capacities from 1914 until 1940, and was acting executive secretary from 1933 to 1936. Last year, he served as chairman of the Southwest Harlem (New York City) Neighborhood Council, Inc.

Mr. Hill had held such varied federal jobs as consultant to the Works Progress Administration, assistant director of the Office of Negro Affairs of the National Youth Administration, and special assistant in the Office of Price Administration.

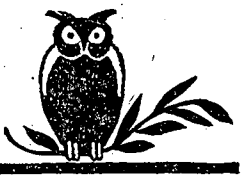
Dr. James S. Plant, director of the Essex County Juvenile Clinic, died in September at South Orange, N. J., at the age of fifty-seven. A leading child psychiatrist and psychologist, Dr. Plant had conducted courses in child psychology at Rutgers, Yale, and Columbia Universities, and had served as chairman of the National Committee for Mental Hygiene. The author of "Personality and the Cultural Pattern," widely used as a textbook, he had also been a contributor to *Survey Midmonthly*.

Charles A. Keeler, pioneer in the reform of juvenile reformatories, died in September at Northboro, Mass., at the age of seventy-seven. Superintendent of the Lyman School for Boys at Westboro, Mass., from 1917 to 1935, he attracted national attention by his innovations in the treatment of the boys under his care. He abolished school punishment cells, inaugurated a self-government body of boys, and developed policies of fairness and justice toward his charges which have been widely copied by similar schools.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED



BOOK REVIEWS



ACTION FOR UNITY, by Goodwin Watson Harper. $2

MR. WATSON'S BOOK LAYS BEFORE the reader a survey of what America is doing about racial and religious prejudice, not abroad, but at home. Through all the complexity of this study, with its various patterns of action and its sixteen proposals for action research, one looks in vain for a serious treatment of the causes of prejudice.

For whose benefit is disunity encouraged and manipulated? Whence comes the frustration which makes a tinderbox of the emotionally immature? Who stands to lose anything through a functioning democracy? Could the job-hunger of millions ever be turned against minorities and off solutions?

There is a gay disregard of such fundamentals as these, save for an occasional exhortation such as that quoted from a press release by the American Council on Race Relations: ". . . jobs are vital to better race relations," and "the public attitudes toward the need—and the possibility—of maintaining high employment levels must be changed if we are to avoid serious clashes." However, since we will probably be treating symptoms rather than causes for a long time, "Action for Unity" can serve as one of the better guide books to the complexities of our patterns of action.

The author holds no brief for the programs that stop with mere exhortation. Nor does he find that a shift in intellectual concepts necessarily changes attitudes. "Spreading knowledge is useful," he says, "but it too seldom stirs the heart." On the basis of this conviction, one could wish that he had explored more fully the techniques of Dr. Rachel DuBois, who in group conversations orchestrates the culturally diverse childhood memories of adults, and creates an atmosphere of mutual appreciation.

The role of legislation in the equalizing of opportunity, the fight against discrimination waged by labor unions, and the influence of consumer organizations operating on the principle of "open membership" are all considered by the author, as are the churches, youth groups, and intercultural agencies working in this field. "Action for Unity," as its title suggests, underlines the truth that whether we deal with nuclear fuel or with human hearts, the heat produced by controlled chain reaction is not in itself too useful. The heat must be converted into a form of energy that can produce through the one, electrical power, and by virtue of the other, a social change.

ETHEL M. DUNCAN
Author of "Democracy's Children"
Philadelphia, Pa.

AMERICAN MILITARY GOVERNMENT IN GERMANY, by Harold Zink. Macmillan. $4.

HAROLD ZINK'S EFFORT TO DESCRIBE military government in occupied Germany suffers from his "higher headquarters" approach to the subject. His experience was largely confined to the top agencies which planned for a bright-eyed future while the MG officer on the ground grappled with a strenuous present.

Therefore, few of the 2,000 MG officers trained in this country would agree that his book tells all the story. It emphasizes theory and planning, minimizes the actual accomplishments which gave MG its real importance. The author, who is Hall Professor of Political Science at De Pauw University, gives an ample account of the training and organization of MG personnel. He overlooks such awkward facts as that the Third Military Government Regiment, trained for Bavaria, occupied western Germany. As a corollary triumph of planning, the Second Regiment, trained for the west, occupied Bavaria.

The Morgenthau Plan for a Germany reduced to agricultural level appears in this book as a major obstacle to military government. The American decision of July 15 last to substitute a reasonable degree of industrialization in Germany brings many of the MG problems into clear focus; for without industry it is quite apparent that MG's objectives are impossible of realization.

"Re-Educating the Germans" and "Democratizing the Germans" are two major MG pipedreams on which Professor Zink spends much time, despite the fact that neither ever became more than a pious hope. Without economic reconstruction, Germans will continue to spend 90 percent of their time on food for today and shelter for tonight. After comparing American MG with its British, French and Russian counterparts, the author concludes that the American brand is not half bad. A more interesting comparison would have shown how far American MG fell short of its own standards, established in training.

This book recites numerous instances in which top agencies such as the War Department and State Department fell down badly on their jobs. One instance shows four conflicting denazification directives, all operating full blast at the same time. The author indicates but does not emphasize the ideal solution—that the State Department should have been ready to take over MG at VE-plus-100. Its failure to do so left thousands of trained officers with no choice but to come home. They came, and military government has suffered by their departure. This is perhaps the outstanding blunder of our experiences abroad. In his conclusions, Professor Zink argues for a minimum ten-year occupation by a civilian agency, which would be known as "The Office of Occupied Areas," and would be directly responsible to the President of the United States.

WILLIAM R. CONKLIN
The New York Times

AMERICANS ONE AND ALL, edited by Harry Shaw and Ruth Davis. Harper. $3.50.

THE EDITORS OF THIS COLLECTION OF twenty-three short stories have based it on the bold idea that fiction is closer to reality than is reportage. Each of the stories is about an American representative of one of the national or racial minorities of our people. Taken together, they portray the great diversity and the common humanity of Americans.

Regrettably, the editors' ingenuity in conceiving of such an anthology is not always matched by the stories they have chosen. The stories are spotty. Fiction can often search into the complex byways of human life in a way that rigid adherance of fact prohibits. Many of

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

the tales in this book are as good proof of this as you will find—notably the contributions of George and Helen Papashvily, Willa Cather, William Saroyan, and Sinclair Lewis. The inclusion of some others, however, mars a bright editorial idea in a world where good excuses for anthologies are hard to find.

DANIEL S. GILLMOR
Executive Editor, Survey Graphic

UNTO THE LEAST OF THESE—SOCIAL SERVICE FOR CHILDREN, by Emma Octavia Lundberg. Appleton-Century. $3.75.

THE AUTHOR OF THIS BOOK HAS achieved a magnificant integration of two major tasks, the creation of a carefully documented historical textbook on child welfare and an inspired treatise on the rights and needs of the nation's children. Emma Lundberg's high belief in children as a nation's primary responsibility and investment is interwoven through the fourteen chapters with the early beginnings of public and private social services to children, their development to the present, the pioneers behind the many social movements in behalf of children, the organizations and activities which resulted.

There is nothing parochial about this book. Child welfare is seen in its broad perspective. There is no investment in any one form of care for children but all services have equal honor with service to the "whole" child as the paramount consideration. Of special importance is the emphasis on services which uphold and conserve the child's natural family. Child welfare is thus seen as inseparable from social welfare.

Miss Lundberg portrays the vast network of children's services throughout the nation and the interlocking of local, state, and federal interests and activities. The creative place of the private agency is seen against the rising tide of government responsibility for children. Out of this welter of organizations she creates a design for child welfare the main theme of which is the child's right not to the "pursuit of happiness" but to the actual achievement of happiness by way of our meeting his physical, mental and emotional needs. A really mature child welfare program for the future will guarantee that no needy child, regardless of his race, creed, color, or economic circumstances, shall lack appropriate facilities for care; and in the building of such a program never shall we forfeit the child as an individual. True, child welfare is "big business" but a benevolent business that conserves the individualization of the child against the crowding of mass organization.

This is a highly valuable and significant book, involving exhaustive study, research, and experience. Here in one place is the meat of the child welfare movement, the forces and personalities responsible for its growth, the practical forms which the movement has taken, and the author's own creative philosophy about children. It is a book for all students of child welfare, for public officials, social workers, teachers, and judges. Especially is it valuable to schools of social work and in all settings where child welfare is taught.

The book is not one which primarily emphasizes the methods of child welfare nor is its only intent to set standards. Rather, is it more a scholarly, substantial, and animated edition of the history of child welfare, permeated throughout by Miss Lundberg's lively interest, her touch of humor, her profound philosophy, and her conviction as to the rights of children. As such it offers direction for the future of child welfare, while at the same time it harvests the best in the past.

DOROTHY HUTCHINSON
New York School of Social Work
Columbia University

CITY OF WOMEN, by Ruth Landes. MacMillan. $3.

"THERE IS JOY OF LIFE IN BAHIA," says author Landes in one of the early chapters of this absorbing account of her experiences in 1938 in investigating the African cults of that old Brazilian city. She shares it with the reader, who soon becomes aware that Miss Landes, with a vision sharpened by an insatiable curiosity about human beings and unhampered by veils of prejudice, would find a measure of joy wherever she went. By the same token, she would and did find a measure of tragedy. Side by side with the Bahians' love of life that expressed itself in constant bursts of exhuberant singing and dancing she found poverty, superstition, misery. Along with an almost ideal lack of color prejudice she found a rigid caste snobbery based on money and social position. And darkening the whole picture were clouds of suspicion and fear impressed on the canvas by a ruthless political oppression.

Though the gestapo-like activities of the Brazilian government finally terminated Miss Landes' visit in Bahia, the political phase of Bahian life comes into her narrative only incidentally, her purpose being rather to describe the area's famous candomblé—Negro cult ceremonies having their origin in ancient African religions. The richness of her descriptions of the feminine clerical hierarchy which guards these traditions, of the personalities involved, of the ecstatic dancing which forms the major part of the temple worship, and of the strange way in which the people of Bahia have reconciled Catholicism with the ancient cults, is considerably enhanced by the author's own personal warmth and complete lack of condescension.

Miss Landes went to Bahia on assignment from Columbia University, in her then capacity of research assistant in the department of anthropology. Fascinated by what she found, she has written a book which transmits her fascination to the reader.

Pittsburgh, Pa. KATHRYN CLOSE

SLAVE AND CITIZEN—THE NEGRO IN THE AMERICAS, by Frank Tannenbaum. Knopf. $2.

THE AUTHOR OF THIS READABLE AND provocative little volume undertakes a formidable task: a comparative analysis and interpretation of the treatment and status of the Negro, as slave and freeman, in English, Portuguese, Spanish, French, and Dutch America. His survey ranges from the extent and inhumanity of the slave trade to the Negro's prospects of attaining full equality. Some subjects are treated with commendable critical insight, for example: the invaluable contribution of the African to American colonization; the all-pervading influence of slavery on the respective society and culture; social fluidity and change in the slave society; the moral failure of Emancipation in the United States; and race mixture in the various countries. By and large, Frank Tannenbaum, Professor of Latin American History, Columbia University, portrays well the Negro's long Calvary and varying experience and role in this hemisphere.

Unfortunately, the book tends toward over-simplification and facile theorizing. Its basic thesis, amounting to juridical interpretation is, in essence, that existing laws, stemming from the Stoic-Roman-Christian heritage and endowing the Negro with moral stature, explain substantially the more humane conditions and relative equality in the area of Latin colonization. Conversely, the harsher treatment and racially-stratified society in the English and Dutch areas are attributed to

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

EDUCATION FOR OUR TIME

November Special Number

—Calling America XIII

Survey Graphic will ring the old school bell, calling citizens together to discuss with educators and other experts . . .

. . . what are America's new responsibilities?
. . . how can we teach democratic disciplines and goals?
. . . what was the impact of the war on education?
. . . what's the matter with the high schools?
. . . should everyone go to college?
. . . do the public schools need federal aid?
. . . how can we get better teachers and more of them?
. . . can we break the bondage of "marks" and "points"?
. . . and a dozen other urgent questions

Make sure YOU read this challenging issue

SURVEY GRAPHIC

Expert Advice . . . . . Sound Planning

FOCUS AND DIRECTION IN INSTITUTIONAL METHODS AS WELL AS GUIDANCE IN NEW PROBLEMS ARE A BULWARK FOR DIRECTORS AND WORKERS . . . . . .

1. Case Work in a Children's Institution, When Provided by a Separate Child Placing Agency, Edmonia B. Dillion, 1943 ..... 25c
2. The Role of Case Work in Institutional Services for Adolescents, Grace I. Bishopp, 1943 ..... 35c
3. Institutions for Child Care and Treatment, Mary Lois Pyles, 1947 ..... 50c
4. Group Work and the Child Caring Institution, Saul Bernstein, 1946, Federation of Protestant Welfare Agencies 50c
5. Housemother's Guide, Edith Stern in collaboration with Howard W. Hopkirk 50c
6. This is the Way We Work and Play, Eva Burmeister .. 50c
7. Monograph on Organization and Operation, The Ryther Child Center, A Service for Emotionally Disturbed Children ..... Free
8. Plans for an Institution for Emotionally Disturbed Children, Illinois Children's Home and Aid, 1946 ..... 50c
9. Self-Government in a Children's Institution, Lorene Putsch. 25c
10. Institutions Serving Children by Howard W. Hopkirk $2.00 Published by Russell Sage Foundation

Send for
THE LEAGUE'S "INSTITUTIONAL" PACKAGE
including all the above items ..... **$5.00 TOTAL**

THE CHILD WELFARE LEAGUE OF AMERICA
130 East 22nd Street New York 10, N. Y.

the absence of such laws. True, the discussion mentions, in passing, other factors, such as social tradition and mores, but fails to elaborate on them, while the supposedly overshadowing influence of legislation is expounded at great length and with reiterated emphasis. With equal reason it could be argued that law has eradicated lynching in Virginia. Actually, statutory prohibition occurred long after lynching had ceased in the state, and constituted merely official recognition of a crystallized public opinion and social change; of course, it, in turn, reenforced the latter. Incidentally, in most Mohammedan countries, the Negro slave and freeman enjoyed the advantages cited for Latin America, without benefit of Stoic philosophy, Justinian code, and Christian ethics.

The author's thesis begs the question, as the Brazilian example demonstrates. The provisions in the Portuguese Affonsinian and Manuelinian codes, like the intercession of the Church were, assuredly, an alleviating factor in the situation. But they were effects rather than causative agents in the development of the distinctive Portuguese society with its slave system and racial attitudes and mores. They were essentially by-products of a prolonged cultural existence in an environment of profuse ethnic contact and mixture with divers stocks, including Africans enslaved and free.

Carried to tropical America, Portuguese tradition and psychology with regard to slavery and race found an ideal habitat, in which they flourished, bore fruit, and acquired rapidly a Brazilian character, due to a combination of physical conditions, economic necessity, political exigencies, and a human atmosphere of promiscuity, not to say lasciviousness. Additional regulation by state and Church followed. As conditions of slavery and race relations improved, this regulation had far less weight than other forces, the most potent of which was unquestionably the Portuguese propensity for intermixture bred in the homeland, favored by the Brazilian milieu, and propelled by plain human needs.

The book contains other errors of fact and interpretation. No distinction is made between Portuguese and Spanish as to treatment of slave and free Negro, but measurable differences have always existed, at least in this hemisphere. Spanish American society was and is today racially more rigid and stratified than the Portuguese American. With regard to equality for the Negro the countries in question occupy varying positions in the scale between Anglo-Saxon and Brazilian extremes.

Moreover, it is claimed that in the Americas, the African has become culturally a European. This may apply to the United States, but in most Latin American countries, especially Brazil, the Negro has actively participated in the rearing of a hybrid culture. On the other hand, the mass of black peasants in Haiti retains a predominantly African heritage. A corollary of this misconception is the disparagement of the Indian's share in American colonization and civilization, a mistake not uncommon among overenthusiastic protagonists of the Negro's cause.

The book has definite value—but for the general reader rather than the expert. Its chief merit is that it gives the layman a fairly accurate and enlightening picture of the differing social atmosphere with regard to race in the Americas, and the extent to which the Negro has been integrated into the various societies. RUEDIGER BILDEN
Director of Research, New York State Commission Against Discrimination

(In answering advertisements please mention SURVEY MIDMONTHLY*)*

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED

WORKERS WANTED

CHILD WELFARE WORKERS
Openings in Tucson, Phoenix, and international border community. Also opportunities for pioneering in rural community child welfare organization. One year of graduate training required. Child Welfare Director; Board of Social Security and Welfare, Phoenix, Arizona.

SENIOR and JUNIOR CASEWORKERS wanted for home finding and adoptive studies, excellent supervision assured. Salary range—$2200 to $3300. Write to the Children's Home Society of Florida, 403 Consolidated Building, Jacksonville 2, Florida.

HAWAII!!! Groupworker wanted for job as Program Director, Teen-Age Work, in Kauai County, Y. W. C. A. Salary range $2400 to $3000 (substantial adjustments in preparation). Require trained and/or experienced group-worker. Write Margaret Cuenod, Box 308, Lihue, Kauai, T.H., sending picture and qualifications.

NATIONAL JEWISH COMMUNITY ORGANIZATION desires directors for large metropolitan areas. Work entails administration, programming and organizing. Community organization and/or group work experience required. State experience, educational background, last position held, last salary and other pertinent information. 8638 Survey.

CASEWORKER, woman, A.A.S.W. or equivalent, for new rapidly growing family agency. Very good opportunity for a competent worker. Salary commensurate with training and experience. Family Service of Altoona, 510 Commerce Building, Altoona, Pa.

SUPERVISOR for a Social Service Department in a large Hospital in Brooklyn. Qualifications: Academic training and experience in Supervision. Salary commensurate with experience—minimum $3580. 8635 Survey.

WANTED: Woman social group worker to develop extension program—resourceful, imaginative, able to work with people. Salary based on qualifications. Write Jewish Community Center, 819 Almond Street, Syracuse, New York.

WANTED, male, experienced Director for Protestant Neighborhood House, group work and recreation, in California, not over 40 years of age, married, preferably one whose wife will assist. 8636 Survey.

CASE WORKER—Small family and child care agency needs two full time case workers. Graduate training desired. Salary based on training and experience. Family Service of Cuyahoga Falls, 507 W. Portage Trail, Cuyahoga Falls, Ohio.

WANTED CASE WORKER with graduate training for interesting work in foster placement agency, overnight from New York. Limited caseload. Salary commensurate with training and experience. 8634 Survey.

SOCIAL SERVICE WORKER (WOMAN) FOR FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. FOR INFORMATION, WRITE AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, LESLIE CO., KENTUCKY.

CASE WORKER for small non-sectarian private family agency. Graduate training required. Salary commensurate with training and experience. Family Service Agency of Assistance League of So. Cal., 1376 No. St. Andrews Place, Hollywood 28, Calif.

CASEWORKER — SUPERVISOR — for job leading to full supervisory position soon. Must have completed graduate training, have interest in supervision, and have had substantial casework experience in agency of high standards. Opening January 1. Family and Children's Service, Inc., 313 S. E. Second Street, Evansville, Indiana.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.: M. S. degree required; salary range $2700-$3925; appointment within range depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y., CO-7-9700.

CASE WORKER wanted at Home for seventy-five dependent children, both boys and girls. Two years graduate training preferred; one year accepted. Salary dependent on training and experience, ranging from $2600 to $3500. A challenging opportunity for "spade work" job. Write: Superintendent, 901 S. 12th Street, San Jose, California.

WORKERS WANTED

STENOGRAPHIC ASSISTANT (WOMAN) FOR ADMINISTRATIVE STAFF OF THE FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. SEND DATA SHEET TO AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, KENTUCKY.

GROUP WORKER for Girls Club. Professional training required. Girls Club, Assistance League of So. Calif., 5604 DeLongpre Avenue, Hollywood 28, Calif.

CASE WORK SUPERVISOR and three (3) case workers, professionally qualified, for church agency giving children care in foster homes, in cottage type institution, also adoption service. Write Methodist Children's Home Society, Box 127, Redford Post Office, Detroit 19, Michigan.

CASEWORKER — with M.S.S recognized school, or one year school plus one year professionally supervised agency experience for Home Service Department, American Red Cross. Salary commensurate with qualifications. Excellent supervision. Half hour rapid transit New York City. Write American Red Cross, 612 Bergen Avenue, Jersey City, N. J.

WANTED: Program Director for Business and Professional Girls. Qualifications include college degree and meeting National YWCA personnel standards. Work includes supervision clubs, snack bar, committees, training of leaders, special assignments. Salary according to qualifications and experience. Apply Executive Director, Y.W.C.A., Miami, Florida.

CALIFORNIA SOCIAL WELFARE AGENT positions in the State Department of Social Welfare; beginning salary $268 monthly; nationwide examination being given December 6, 1947; State residence waived; closing date for filing applications, November 15, 1947. For information and applications write State Personnel Board, 1015 L Street, Sacramento, California.

CASEWORKERS (two): Male or female, salary range up to $3,000, depending upon qualifications. Challenging opportunity. Family & Children's Service, 602 S. Cheyenne, Tulsa, Oklahoma.

BRANCH EXECUTIVE, man or woman, for community house in Middle West. Should be a group work graduate. Would consider person with some group work training plus experience and willingness to finish course. 8571 Survey.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

SUPERVISOR, man or woman, for child guidance agency where treatment is carried mainly by psychiatric social workers, under immediate and close supervision of an outstanding nationally known psychiatrist. Experience in a child guidance agency or related psychiatric work desirable. Interesting and challenging opportunity. Apply Jewish Child Guidance Bureau, 682 High Street, Newark, New Jersey.

CASE SUPERVISOR: Male or female. Minimum requirements include MSS from accredited school with previous supervisory experience in agency handling family or children's casework program. Salary up to $4,200. Challenging opportunity. Family & Children's Service, 602 South Cheyenne, Tulsa, Oklahoma

CASEWORK SUPERVISOR for reception center for immigrants. National agency with multiple service program for adjustment of foreign born in U. S. Requirements: M.S. degree; casework and supervisory experience. Salary range $4000-$5000; appointment within range depending on experience. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y., CO 7-9700.

SITUATIONS WANTED

EXECUTIVE POSITION desired with Child Caring Agency or combined Family and Children's Organization. Ten years executive experience. Minimum salary considered $5,500. Now employed. 8628 Survey.

RATES
Classified Advertising

Display	35c per line
Non-display	8c per word
Minimum Charge	$1.50 per insertion
Discounts	10% on six insertions

CASH WITH ORDER

Survey Midmonthly
112 E. 19th Street New York 3

Directory of Social Organizations (cont.)

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Leonard W. Mayo, President, Cleveland, Ohio; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5. 75th Annual Meeting, April 17-23, 1948, Atlantic City, N. J.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32 Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; Louis Kraft, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHA's, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

PAMPHLETS AND PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $3.00 a year. 1790 Broadway at 58 St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES PAPERS. Research, revision, bibliographies etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU 516 Fifth Avenue, New York, N. Y.

EMPLOYMENT AGENCY

PROFESSIONAL POSITIONS
Specializing in the non-profit field: Social Service, Community Organization and allied programs.
ZALAINE HULL
Donaldson & Hull Agency, Personnel Consultants
135 Broadway, New York 6
Be 3-0981

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. Wisc. 7-4961 A professional bureau specializing in fund-raising group work, institutional, casework and medical social work positions.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

PRODUCED BY UNZ.ORG
ELECTRONIC REPRODUCTION PROHIBITED